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CITY BUILDING

BY

S. H. CLAY

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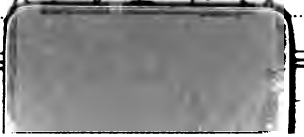

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CITY BUILDING

A citation of methods in use in more than one hundred cities for the solution of important problems in the progressive growth of the American Municipality.

BY

S. H. CLAY

Secretary of the Lexington Commercial Club

LEXINGTON, KENTUCKY

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Dedication

TO the men who have chosen for their life work the greatest calling in the economic world; to the men who have proven themselves true statesmen; to the men who live for progress, whose motto is "growth," whose symbol is "life" and whose characteristics are "industry, energy and optimism;" to the newest profession in the greatest nation under the sun, the commercial secretary, this book is humbly dedicated.

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Preface

THE best way in which to build a city is through co-operation. The best way to secure co-operation is through the commercial organization.

These secured, the next step is "to do something" and it is to help in accomplishing this that this book has been written. During several years experience as a commercial secretary, the writer has come to the conclusion that the secretaries will appreciate the effort which has been necessary to compile the information contained herein covering experiences of commercial organizations in more than one hundred cities in meeting and solving some of the most important problems in city building.

This volume does not purport to give advice. It hardly assumes such proportions but, if it can be of value by way of suggestion and by giving at least a partial record of what many cities have and are doing for progress, then it will consider itself as worth while.

The profession of the commercial secretary is new. His work is arduous and complicated. There has been a paucity of effort to assist him. This book is the first effort to supply him with a guide and its purpose is to give suggestions along various progressive lines in this great calling of making cities better places in which to live and do business.

Therefore, with this declaration of purposes, this book is launched upon its voyage of existence with the hope that it may be composed of timber of a character to withstand the storms of criticism, the rocks of incompetence, the shoals of insufficiency and the ice and calms of indifference.

S. H. CLAY,
Lexington, Kentucky.

March 1913.

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CHAPTER 1.

THE COMMERCIAL ORGANIZATION

THE DUTY OF THE COMMERCIAL ORGANIZATION.

Why should a city have a commercial organization? Because if it lives up to its duties, it will be the most potent force in the community for progress. Its duties are to do anything and everything necessary for and incident to the upbuilding and the better building of the city and its environs. Its duty is not only to make a city grow but also to make it a better, a more sanitary, a prettier and more enjoyable place in which to live.

Its province or field of work reaches out into every branch and takes cognizance of every phase of the city's life. The commercial interests, wholesale, retail, and manufacturing; the professional interests; the government of city, county and state, the social side of the city's life where it touches the question of public morals and health; all of these and in truth every channel of activity comes under its practical eye.

The commercial organization has a first duty in that it must bring all of the elements of the entire community, county as well as city, together into one compact body working for the uplift of the community. It must teach the individuals composing these elements the lesson of achievement through co-operation. It must arouse the citizenry from the old time lethargy to a quickened interest, and always and everywhere preach the gospel of sane, safe and sound development, unselfishness, public-spiritedness and civic pride. Its motto must be, "If it's good for the community, then let us have it." What helps the city as a whole, has a like beneficial effect upon everyone within its boundaries.

Not only the business and professional men make good "boosters," but also the young men, the clerks in the stores, the women both in the house and in the office or store, and the children in the schools. It is the duty of the commercial organization to so spread its propaganda of development as to obtain the efficient aid of all these forces. Many organizations secure much of their force and power from their women's auxilliaries. In campaigns for sanitation and beauty their help is incalculable.

The commercial organization has a duty toward the city government which it cannot afford to overlook in spite of the howls of the politician who knows his power is on the decline when the business interests cast their microscopic eyes of investigation upon his maneuvers. Every effort should be made to work with the administration in an amicable way, but if this is not possible, it is the duty of the commercial organization to continue to interest itself in the affairs of the city government.

The civic body has this right because its members are the heavy taxpayers, its business men make the city habitable. No city could run without them. They are vital and so, being vital, they have the first moral right to speak in the control and management of the city affairs. Omaha has a Municipal Affairs Committee which meets on the same day as the City Council. They consider all proposed measures pending and give their recommendations concerning them.

It is the civic body's duty to interest itself in all legislative matters which may have an effect upon the city. The astute ability and acumen of the business mind is necessary for the successful handling of such questions as taxation. It

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needs a business head to work out the intricacies of financing great public improvements. The unselfish democracy of the commercial organization is needed to keep its finger on the pulse of the whole body politic.

It is the duty of the commercial organization to conduct its affairs upon a business basis. Whether in the location of industries or in an effort to secure new and larger parks, there should be a business-like method adopted.

It is the duty of the civic body to interest itself in educational matters. Upon the schcools depend the future ability and activity of the city's people. The civic body can and should exert its most wholesome influence for the continual development of the school system.

It is the duty of the commercial organization to give sound publicity to the city's advantages and to do everything in its power to eliminate all forms of detrimental publicity. It is its duty to endeavor in all right ways to attract new residents and new business and to assist in their location in all legitimate ways.

In Europe, the cities have at least one municipal expert among its officers, frequently the clerk. This is his career and his tenure of office is permanent. He is not merely a keeper of records but in him all public activities center. He is sought as the authority on all municipal matters, especially those concerning his own city. He is the adviser of all the officials. He is constantly compiling data on municipal subjects for the civic library. It is the duty of the commercail organization to fill the place of this expert as far as possible.

The commercial organization should interest itself in the welfare and development of the surrounding country, the state and the nation. If such an organization is good for the city, it is good for the state and the nation. Texas, West Virginia, Michigan, North and South Carolina, Georgia, Kentucky, and many other states have organized their state bodies. The movement has spread to the nation itself and the Chamber of Commerce of the United States of America is the result.

In short, the duty of the commercial organization is to do any and all things necessary and incident to the upbuilding of the city, county, state, and nation in all channels of commercial and social activity and this duty should be performed upon an impartial, unselfish, non-political basis and in a wise and safe manner.

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II

Approved Methods of Organization

The commercial organization of any city should be an example of efficiency. There must be a thoroughly systematic plan of organization. It should be as nearly automatic as possible. But it is impossible to reduce all of the work to routine.

The efficient organization is one where action can be obtained without delay. A system should be in use which will at once automatically place any matter introduced on the calendar for action, either by the board of directors, some standing committee, the membership of the organization, or by the executive officer.

The first and last control of the organization is in the membership. But because large bodies are unwieldy and because of the great difficulty in securing quick action when matters are handled exclusively by the entire membership, a smaller body, usually called a board of directors, is elected to act for the organization.

Most organizations are incorporated. This makes the members, stockholders, and the board of directors, the governing body, or representatives, of the stockholders.

The executive officer, secretary or general manager, is the person in the position of chief responsibility. As the term implies he has supervision over all the work of the organization and its departments.

Next in order come the standing committees or departments, also special committees, which are created for some particular endeavors which for any reason are not assigned to the standing committees.

There is a wide difference of opinion concerning the number which should compose the membership of standing committees. Some contend that the number should be small in order to secure the most efficient work, while others argue that every member of the association should be a member of some committee in order to more thoroughly arouse his interest. Where the latter method is in use, no quorum is necessary for committee work, although a quorum is necessary for the governing board.

In regulating the number of the standing committees, a good method in use in several of the cities is fast finding favor. There is a committee for each one of the directors save one, the president of the association. The advantage of the plan is in the fact that no meeting of the board can be held without a majority of the chairmen of committees or departments of the association being represented from whom reports can be had.

These standing committees are given names which indicate their individual lines of work, as for example, the Transportation Committee has charge of all matters which pertain to freight and passenger traffic; the Public Utilities Committee has jurisdiction over all matters pertaining to the public service corporations such as the telephone, telegraph, power, gas and street railway companies; the Retail Trade Extension Committee has charge of all matters pertaining to the retail interests and so on.

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The Board of Directors has regular meetings and the standing committees also. Special meetings of each can be held any time under special provisions. The entire membership has regular meetings during the year, either annually, quarterly, or monthly. The Board of Directors has the direction of the policy of the organization and its finances. Where questions of policy or association finances are involved, the standing committees cannot take final action but must refer such matters to the board.

One of the most efficient organizations in the country is at Buffalo, N. Y., in the Chamber of Commerce. The work is done through departments. First, Officers and Directors; Second, Thirty-one Standing Committees; Third, The Industrial Bureau, having a paid secretary; Fourth, The Convention Bureau, with a paid secretary; Fifth, the Publicity Bureau; Sixth, The Traffic Bureau; Seventh, The Charities and Survey Bureau; Eighth, The Real Estate Association; Ninth, The Retail Merchants Association; Tenth, The Wholesale Merchants Association. Each of these departments is under its proper committee and each has its paid Secretary.

Montgomery, Alabama, also has a form of organization very similar to the above. Its co-ordinated departments are the Freight Bureau, Real Estate Exchange, Builders Exchange and the Credit Men's Association besides the various standing committees.

Some cities have several separate organizations. This is generally conceded to be a mistake and many have recently consolidated the interests of all into one compact body. Cincinnati, Louisville, Birmingham, Indianapolis, and other cities which have two or more associations are now working on merger plans.

The financing of the commercial organization is a problem. The general method of solution is on some basis of membership. Dues in varying amounts are charged for each membership. These are paid either annually, quarterly, or by the month.

Charleston, S. C., has a rate of $25.00 per year for a full membership with one full vote. Memberships are based on an individual's or firm's worth. The minimum is a half membership with a half vote. Large concerns are required to take out as many memberships as their worth indicates in the scale.

Rochester, N. Y., has adopted the individual form of membership instead of the corporation or firm form.

Buffalo, N. Y., has four classes of membership. Class A members pay $250.00 per year, Class B $225.00, Class C $80.00 and Class D $30.00. The amount of an individual's membership depends upon his worth.

Macon, Ga., has the Pay Roll plan. All the members of the Chamber of Commerce agree to pay so much per week. This amount each member remits each week by check. It is claimed for this plan that more revenue is secured and that the collection entails the minimum of expense and labor.

Another plan in very extensive use is the three-year membership. Additional information on this phase of the question will be found under the subjects of "How to increase the membership by the short term campaign," and "How to increase the membership by other plans."

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III

The Commercial Secretary

The work of the commercial organization is scientific development, therefore to have ultimate success systematic, business principles must be used. Also, the commercial secretary, or the executive officer, no matter what his title may be, should be a man thoroughly grounded in the fundamental principles of economics which underly all business structure. He should be surrounded with every assistance if he is to show ability.

Too many secretaries are handicapped with a lack of authority, a fault of the organization. No matter what sort of a proposition is presented to him, he can take no action but must refer the matter to the board of directors or to some committee. No matter how good an idea he may have for some special development work, no matter how much time he has spent in the preparation of a campaign to secure such development, he is powerless to act. He must submit the matter to others before he can go ahead. Many a good campaign has been spoiled by a bad case of indigestion on the part of those to whom the proposition is submitted.

To avoid such disastrous conditions, many cities have adopted the plan of making the secretary, the manager and arming him with authority to act for the association with the Board of Directors as a check against mismanagement. This method is the application of one of the first principles in the business management of a corporation.

Too much emphasis cannot be placed upon this important point. If the executive officer of the commercial organization is given power to do his work, he can then accomplish much greater results in development work than he can otherwise. He may make his mistakes, but he is human and he is no more liable to make those mistakes than are his directors. If he is an individual incapable of undertaking such a responsibility, then he has no business in the position at all and a change is necessary. This is simply a business proposition. His work is business-like work and he should be treated in a business-like manner.

Space will not permit going into details concerning the qualifications which a commercial executive should possess. Suffice it to say, he should have a good business education; he should be a good mixer; he should be optimistic and not prone to be overcome by discouragements; he should be active, energetic, amiable and above all should be absolutely democratic in his dealings with everyone.

His work should not be handicapped by a constant scramble for sufficient funds with which to carry on his work. The collection of dues is a problem with all commercial organizations. Some few organizations still cling to the idea that it is the business of the secretary to collect these dues, to see the members of the organization in person and to persuade and cajole them into paying. Most of the successful cities, however, treat this subject also in a business-like manner. It is their contention that the secretary, or executive officer, is paid too high a price to make of him a bill collector and that the members should be required to pay their dues without solicitation excepting of course the written notice which is regularly mailed from the office of the secretary.

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Such cases as delinquents are handled entirely by another person who is a bill collector either in the constant employ of the association or secured for certain periods. The secretary should be spending the time necessary for the collection of dues in some other work, planning some good development for the city. In many places this work of looking after the delinquents devolves upon the members of the membership committee.

That the secretary of the commercial organization, no matter how good a man he may be, cannot do the work of the organization without workers in his ranks is beyond question. He cannot do all the work that is to be done alone; it is the duty of every business and professional man to co-operate with him loyally and to do all in his power to help the business body.

It is also the duty of the officers to stand by the secretary. He is really the man who is on the firing line, and needs the hearty co-operation of the officers and the members. No one man, it matters not how resourceful, how energetic, or how aggressive he may be, can do everything, and the success of the association and its work is in proportion to the co-operation that is given the executive officer.

The work of the commercial secretary has become today a profession. Ten years ago there were few in the country who gave their entire time to this work, but today there can hardly be found a town of ten thousand population but what has its paid secretary giving his whole time to the work of developing the resources of that community, advertising those resources and in short doing all he can with what assistance and co-operation he can secure from the members of the organization to make that city a better and more desirable place in which to live. He has improved to such an extent during this decade that today he stands before the country as a civic expert.

The commercial secretary has no easy time. His work is hard because it covers almost innumerable fields of endeavor, every one of which requires earnest thought and consideration in order to successfully solve the problems which are constantly arising. He deserves the co-operation and the sympathy of every citizen in his community. The former means his success and the latter means more energy and greater activity on his part.

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IV

How to Keep the Organization Alive to its Best Work

To keep the commercial organization alive to its best work, every member must be so filled with enthusiasm for the development of his city, so imbued with civic pride and so educated to realize the importance and marvelous opportunities presented through the co-operative efforts of himself and his neighbors that he cannot resist the call of that opportunity. To generate such enthusiasm, to create such civic pride, to consummate such education, that is the question.

In the first place there is a nucleus with which to start. Every city has its "live wires"—men who have already reached the point where they see the value of co-operation. Upon these few devolves the burden of propagating this gospel. They must take the lead and through their combined persuasive efforts gradually add to their ranks until the whole army is enlisted.

Nothing succeeds like success and the commercial organization which shows results is the one which adds to its working force former luke-warm members. There are always to be found men who want to be in the "swim." Every successful campaign will bring in a few who can be made good consistent workers if properly handled.

There are four kinds of co-operation needed in the commercial organization, financial, moral, intellectual and physical. These must be present if the organization is to keep itself alive to its best work. Men must give of their money, they must morally support the organization in campaigns where it is necessary to go against some particular interest in subserving the interests of the majority, they must give to the organization their best thought, counsel and advice and they must be ready to give their time and physical work when such is needed.

It is vitally necessary for the organization to keep its members informed as to the work which is being prosecuted. The practical thing for the officers to do is to have stated membership meetings to acquaint them and the public with organization efforts. Every member should be made to feel that he is a component part of the organization; that there is the same responsibility resting upon him for the success of the organization as there is on any one else.

Each member should be given something to do. He should be shown some favor not accorded to non-members. Many cities put every member on some one of the standing committees and every effort is made to make each one feel that part of the work devolves upon him.

The social side of the question will bear consideration. Many cities own their own commercial organization buildings in which are conducted clubs, which combine the social features with the business work. With such plants it is comparatively easy to secure the interest of many members in some new work contemplated because they are attracted to the building by the social features thereto attached.

The aim and purpose of the organization is to help the city. Consequently in the regular meetings subjects should be introduced and discussed which have a direct bearing upon the local situation. Some cities might be interested in the open-door policy in China but more would be interested in such questions as

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"how to get our home people to deal more exclusively with home merchants." Such a subject appeals to every manufacturer and merchant and his interest is at once aroused.

Through all of the work there should be wholesome pleasures interspersed to secure and retain the co-operation of some classes of members. This phase should not be used to the exclusion of the business to be transacted but there are times when a relief from incessant work will bring most beneficial results. Many cities conduct annual outings with great success. Camping trips and one day picnics are promoted for the purpose of not only getting the members to rub elbows with one another, but also to give the organization the opportunity to increase individual interest in the association itself. Trade excursions are very beneficial in this respect.

Jacksonville, Florida, has as one of its standing committees the Good Entertainment Committee and Hot Iron Club. This committee arranges the programs for three or four special sessions of the organization during the year at which amusing features are produced. These features are usually burlesques or take-offs on some local happenings, conditions or people. They are carefully arranged to carry a point or lesson so that while the members are enjoying themselves they are also unconsciously assimilating some good thing, referring to some needed development in the city.

Upon the secretary, or executive officer, largely depends the duty and necessity of always keeping the work of the organization going. The organization which takes periodic spurts is not of the same value as the one which keeps continually at it. The constant use of the local newspapers will be found a splendid way in which to keep the membership and the public generally informed as to what is going on.

To sum up, the interest of the member must be secured to obtain his co-operation and after that he must be constantly interested in order to retain his co-operation. His co-operation is vital for success. His interest can be secured by keeping him informed of the work in hand, by making him feel his responsibility and by appealing to his civic pride, his socal side and his selfish interests.

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V

How to Increase the Membership by the Short Term Campaign

The organization of a short term campaign is as follows. The Secretary, or executive officer of the organization, is usually the general in chief. He, tonary publicity efforts and the creation of great enthusiasm among the citizens of a community. Many cities hold such campaigns annually and it is no unusual thing to more than double the former membership.

The organization of a short term campaign is as follows. The Secretary or executive officer of the organization is usually the general in chief. He, together with the governing board, appoints the committees who have charge of the different phases of the campaign, both the preliminary work and the actual securing of members. The usual committees are the Prospect Committee, whose duty it is to make out a card index system of the citizens whom it is desired to solicit as members, the Publicity Committee, whose duty it is to have charge of all publicity; the Organization Committee, whose duty it is to secure workers and to select captains for the teams; the Arrangement Committee, whose duty it is to make all other preparations such as securing headquarters where a noon-day luncheon is usually served to the workers by the organization gratis.

The secretary keeps in close touch with the work of these committees and the directors also give of their time to supervise this work. The Prospect Committee has printed blank cards containing the following information concerning the prospect; name, business address, home address, occupation, person or team to whom prospect is assigned, and remarks. This committee fills out these cards in duplicate, one for the solicitor while the other is retained in the office files in order to obtain a complete report upon each and every person.

The Publicity Committee prepares the newspaper stories concerning work of the organization and the need for an increased membership in order to carry on new and additional development work. This committee also prepares the other blank forms such as daily envelopes, reports, folders, or other special publicity.

Where a daily lunch is served the Arrangement Committee is required to prepare a suitable place for serving the lunch, tables, chairs, dishes, etc., besides purchasing the food and having it cooked and served.

The Organization Committee secures the promise of as many present members as possible to solicit new members. This committee also selects two men to be Generals of Divisions. The committee with the assistance of these two division commanders selects the captain of ten teams for each division, making twenty teams in all.

A meeting of all captains is held, at which they choose by lot their team mates from the list of promised solicitors. The number of members of each team is dependent entirely upon the number of promised workers. The purpose of the two divisions and also of the sub-division of teams is to excite a friendly rivalry among the workers.

With the work of these committees completed up to this point, the campaign is ready to be launched. The publicity is begun several days before the opening date and is kept up continually throughout the campaign period. A general

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meeting of all solicitors, team captains, division managers, and officials of the organization is usually held on the evening before the campaign opens. A successful method to secure a large attendance at this meeting is to tender the workers a banquet. The most enthusiastic speakers that can be secured compose the programme.

At this meeting the first cards of prospective members are given out to the workers. The best method of distributing these cards is by auction. The name of the prospect is read aloud and the first person who speaks for that card secures it. No solicitor is allowed to solicit a prospect unless he has that prospect's card. The passing out of the card at this meeting gives the workers material on which to work during the next morning up to the noon hour.

All of the workers are expected to come to the noon lunch prepared to make a report to his captain. After the meal is served, reports are called for by teams. One division commander will call for the reports of his teams, after which the other division commander calls for the reports from his teams, the next day this order is reversed. While the reports are being made, a great deal of enthusiasm is engendered by the applauding of especially good work on the part of any of the teams. After the reports are concluded, each day's total is announced and placed upon a large black-board on the wall as a constant reminder to the workers of their relative standing. One or two short snappy speeches are given.

The solicitors are provided with membership blanks which the prospect signs. There have been many successful modifications of the above plan. The one-day campaign is one of them.

In Dayton, Ohio, such a campaign was conducted. Beginning several weeks prior to "Booster Day" a series of follow-up letters were mailed to 600 prospects. On "Booster Day" about 50 of the representative business men devoted their entire time to securing new members. More than 400 people were personally seen, 249 new members were secured. Applications were left at a number of places where the prospects were out of the city or otherwise engaged and many of them signed application blanks and sent them in later.

Chattanooga, by a similar campaign, added 810 new members in 30 hours work at annual dues of $25.00 with 22 committees of three workers each. In this campaign, the city was divided into blocks. The new members were asked to sign up for three years. Birmingham, Alabama, added 1200 new members by the short term campaign.

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VI
How to Increase Membership by Other Plans

While the short term method of increasing the membership of the commercial organization is most effective for increasing that membership quickly, a number of cities do not consider the campaign effective for securing the better class. It is contended that a large percentage of new members secured under the excitement of an enthusiastic campaign do not continue as members, but very soon become delinquents and are like so much dead wood so far as actual work and co-operation is concerned. But be this as it may, a number of cities have adopted other methods of securing members.

One plan is where the membership committee of the organization determines to secure one new member each during a certain period of time. This plan, of course, is worked without creating special enthusiasm and without giving forced publicity to the campaign. This plan can also be extended to the entire membership of the organization.

In Omaha, Nebraska, a plan very much like the above, and yet having some of the features of the short term campaign was adopted with the result that more than 500 new members were secured from January 1, to March 31, 1912. This campaign was conducted entirely by the membership committee, composed of twenty-five young men who worked individually. They met every Saturday at noon. The feature of the campaign was the wisdom of selection of prospects. Forty-three members were secured during the last afternoon. In Worcester, Massachusetts, last year, a campaign was conducted during the month of June in which a large number of new members were secured. A feature of this campaign was the donation by a public-spirited citizen of a handsome loving cup as a prize to the team which secured the largest number of members. The offer of this trophy resulted in the creation of a remarkable amount of enthusiasm. One of the teams made very satisfactory use of an automobile in the solicitation of members. In one day the automobile party secured thirty-two.

Another method is the letter campaign. A carefully selected list of prospects is made up and at regular intervals, advertising matter and letters, telling of the work which the commercial organization is not only doing, but wants to do are mailed to the prospect. Periodically, invitations to become members, to these prospects are mailed. Application blanks are enclosed. The prospect is shown how a membership will benefit him. He is made to feel that as a citizen of the community, obtaining his living from that community, he has an unavoidable and certain responsibility in the city's welfare.

If the prospect does not respond to this method of campaigning, his name is turned over to the membership committee and he is given a personal visit and a personal invitation to become a member of the organization. The advantage of this plan is in the fact that when the personal visit is made, the prospect is unable to give as his reason for not joining that he does not know what the organization is doing and other excuses of like character.

Some cities have adopted the plan of having associate members. Such memberships are made lower in price than the full membership. Usually they are without voting power. Their purpose is to secure the co-operation and interest of citizens who are not engaged in active business or professions. These memberships secure the clerks and subordinate officers in the industrial enterprises.

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In many cases, a woman's auxilliary is formed with a different form of membership, carrying a smaller assessment for dues. The purpose of this is to secure the active working interest and co-operation of the public-spirited women of the community and wherever adopted this plan has brought forth splendid results in certain departments of civic work, such as sanitation, a greater number and better equipped parks and play-grounds, increased educational facilities and other similar departments which a great many business men do not seem anxious to undertake.

A plan for increasing the commercial organization membership on a commission basis has been tried out in some cities with indifferent success. This plan is to employ a solicitor for either whole time or part time. He solicits members at the regular rate and receives his remuneration from commissions. This plan of securing new members has been tried out more successfully by state organizations than by city organizations and yet in some few instances it has been successful in the cities.

Perhaps the greatest objection to this plan is the fact that in most cities the commercial organization has not yet reached the point where it is considered from a strictly business standpoint as any other corporation existing in the city. Memberships in the commercial organization are still considered as donations and are not thought of being necessary adjuncts of a man's individual business. This opinion, is, of course, fast disappearing and it will only be a matter of a few years until the majority of citizens in the average city will realize the absolute business necessity for the commercial organization working on a co-operative basis for the upbuilding of all the various interests and departments of civic life.

It makes little difference how beautiful a city may be, how pleasant a place it is in which to live, how advantageous its location or what its resources may be, if its beauty, its pleasantness, its advantages and its resources are not made known. In other words without publicity the city is handicapped in its growth. It may have a natural growth, as practically every town and village in the world has, because of the natural increase in the world's population. But it is only through publicity that the percentage of natural growth can be increased. The next six articles will deal with this phase of the city's activities.

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CHAPTER 2

PUBLICITY

THE VALUE OF AND HOW TO SECURE LOCAL PUBLICITY.

Some time ago an editorial appeared in the Woman's Home Companion under the caption, "What if All Advertising were Eliminated." This writing expressed such a unique train of thought that an extract from it is used: "Can you imagine what existence would be like if all advertising were eliminated? It would mean more than the absence of advertising in the pages of periodicals and newspapers. It would mean that the grocer would not have his name or his business printed over his door or on his window. The drug stores would not display the globes of colored water. The minister would not announce the topic of his next sermon, nor the mid-week meeting, from the pulpit. There wouldn't even be signposts at country crossroads, nor on the street corners in towns and cities."

It is absolutely imperative for our era to have publicity. It is one of the greatest agencies for development in all branches of our economic structure. Without it, it would take years for the inventor to introduce his product, no matter how necessary it might be. Without it, we would still be living in the stone age, or worse.

If publicity is essential to the merchant and manufacturer, why is it not just as essential for the city? How can the beauties, the delights, the resources and advantages of the city be made known without publicity? It needs no demonstration that the cities which are outstripping their competitors in all lines of growth and development are those which have awakened to the vital necessity of publicity.

It is just as necessary to have local publicity of the city's good points in order to arouse the civic pride and loyalty of the home people. Its value lies in the birth of the spirit of progress which reaches its culmination in the active co-operation of the citizens through the commercial organization for the development of all phases and conditions of the city's life and activity and attracting the attention of the non-resident through publicity with the view of securing him as a fellow-citizen.

The first and foremost medium to be used in securing local publicity is the local newspapers. The newspaper is dependent, more than any other business in the community, upon the success or failure of the city. For this reason alone its columns are open to the commercial organization for the propagation of all matter calculated to increase the interest of its readers for the benefit of the community.

The secretary of the association prepares the matter which is to be used in the newspapers. He will have much better success if he writes all of his articles just as they should appear in print. The newspapers appreciate this co-operation and many a time during the rush hours matter already prepared will be used, whereas it would be left out if some of the reporters had to write it.

The secretary should endeavor to have something in the papers every day on the subject of development. If nothing can be secured for some particular day concerning the local work, a story of what some other city

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is doing will be found effective for stirring up a spirit of rivalry. A local application can always be made of such stories. All of the doings of the commercial organization should be made known in this manner. This will have the effect of interesting the non-member of the organization and he will not be so hard to secure as a member during the next membership campaign.

Interesting stories can be written about the city, what the city administration is doing for development, what the merchants are doing to get better goods for their customers, how the hotels, restaurants and places of amusement are increasing their facilities for the better accommodation of their patrons, and, in fact, the activities of all interests for the general progress of the city. A campaign of this character will engender civic pride and will bring the citizens to the point where they believe in their city and its future.

The commercial organization magazine is also another effective means of obtaining local publicity. This publication, issued periodically, contains the happenings in the organization and the announcements of forthcoming events. It is rather expensive, but the cities which use it are agreed that it is worth the cost. This magazine is sent to the members and also to a selected list of prospective members to interest them in the work of the organization.

The magazine is of no inconsiderable value in securing quicker action on matters of importance. Information concerning some proposed work is used in the magazine prior to the meeting of the organization so that when the meeting is held the members are conversant with the matter and can arrive at a decison quickly. Some of the cities which use the magazine are Houston, Texas; Augusta, Ga.; Erie, Penn.; Camden, N. J.; Worcester, Mass.; Dayton, Ohio; Nashville, Tenn.; Topeka, Kan.; Little Rock, Ark.; Manila, P. I.; San Juan, P. R.; and many others.

A substitute for the magazine or bulletin is a periodic letter from the secretary to the members giving some of the details of the work in hand.

If the organization is equipped with an outfit for taking photographs of development work, not only in the home city, but in other places, this will be found excellent for creating interest among the members. Lantern slides can be made and exhibited at the regular meetings of the organization with telling effect.

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II

The Personal Letter Campaign to Prospective Citizens

The advantage of the personal letter campaign is that it goes direct to the person whom it is desired to interest in the question of locating in the community. Each letter is a projectile which goes direct to its mark. It strikes the bulls-eye every time and the impression that it makes is only dependent upon the power behind it and the material of which it is composed.

It is not an easy thing to write a good letter, but the man who "talks" on paper is the one that makes an impression. The opening paragraph must strike with sufficient force to command further attention and the closing paragraph must give the recipient the idea that if he does not do what the letter directs him to do, he will miss his opportunity.

One way to direct a personal letter campaign is to secure a mailing list of the people whom it is desired to interest. Trade journals, commercial reports, buyers' guides and mailing list concerns will furnish all of the lists needed at low cost. The opening letter is addressed to these people. This letter points out some of the chief advantages of the city and asks an investigation of the city's claims. A return postal is enclosed upon which the prospect may ask for more definite information concerning one or more points.

If the prospect replies to this letter, his name is transferred from the "general prospect" file to the "first reply" file. The information asked is given in as attractive a style as the letter writer can produce. If the prospect replies to this letter, his card is again transferred, and so on until he is either located or discarded.

If the prospect does not reply to the first letter, he receives the second letter of the follow-up, giving additional reasons for his location. Thereafter he receives the additional letters of the follow-up until he is located or discarded. The same procedure obtains with the prospect who replies to the first letter and then drops his correspondence. He is subjected to the remaining letters of the follow-up.

Too much stress cannot be put on the importance of a thorough follow-up system being adopted. This should be arranged and planned before the first letters go out, so that at regular intervals thereafter the remaining letters and publicity matter can be mailed.

A subscription to some one or more of the good press clipping bureaus will furnish live lists of prospective residents. Practically the same course of procedure is used as outlined above. The difference is in the first letter. In locating industries, the press clipping bureaus furnish information concerning industries which have suffered fire loss, trade disturbances, or which for any other reason make known their desire to change their location. The first letter should convey the idea that the sender knows the recipient is contemplating a change, and therefore desires to call his attention to the advantages of the writer's city as the best place in which to locate.

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Most cities are derelict in the follow-up. One Southern commercial secretary, to test out this point, circulated the report that a certain concern wished to change its location. He asked for definite information concerning the cities which should reply. He received more than one hundred replies from commercial organizations. Three of them followed up the first letter. Most of the first letters were mimeographed and failed to give any reasons for the location of that particular plant. Only one followed up the matter twice.

A part of the follow-up can be made up of small pamphlets, or booklets. Every pamphlet should be printed in good readable type and, when desired, should be illustrated with high-class cuts. The best pictures are those which denote action. Pictures are oftentimes more convincing than reading matter. They speak for themselves and need little or no argument. The compiler of advertising matter should be always governed by truth and veracity. The facts, figures and descriptions which make up the reading matter should tell nothing but the truth.

A good follow-up is in use in Tampa, Florida. After the first letter is sent two weeks time is given for reply. If none is received, the second part of the follow-up is mailed. A month elapses before the third part is sent. The fourth of the series is mailed at the expiration of the third month. Then the prospect hears nothing further for six months, and he receives the final part of the follow-up at the end of one year. He is then discarded.

In Mobile the follow-up consists of ten units. No mimeographed letters are used. No form letters are mailed. Each letter is typewritten and dictated to cover the wants of the particular prospect. No booklet is sent at first. Not until the third letter is the first booklet sent. There are several booklets in this follow-up. Every week another unit of the follow-up is mailed and at the end of the ten weeks the prospect is discarded as worthless. A card index shows the dates of the outgoing letters the dates of the replies and the character of them. When a reply is received the card is transferred from the general file to the special file.

An important part of the personal letter campaign and other general publicity of the commercial organization of the city's advantages are booklets and folders. The next article will give special attention to this form of publicity.

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III

Booklets and Folders

Booklets and folders are standard forms of municipal publicity. There can hardly be found a city which is carrying on anything like an extensive publicity campaign but what these forms are used. Many of the cities issue several different pamphlets or booklets, all of which are used in their follow-up campaign for prospective residents.

Many of these booklets are very handsome, entailing a vast amount of expense in their publication. They are all in the nature of prospectuses, compiled so as to give the reader a fair idea of what he may expect to find in the community.

Because of the expense attached to the issuance of an attractive booklet, the greatest care should be exercised in the entire preparation of not only the reading matter, but also a careful selection of the pictures which will illustrate it. The style of the book may be of a character either to attract or repel the reader and too great attention cannot be paid to this phase of the publication of a booklet in order to make it as fascinating as possible.

A booklet that is filled from cover to cover with nothing but statistics makes exceedingly dry reading, and pictures which contain no suggestion of action in them are hardly worth the paper upon which they are printed. The subject matter of the booklet should be written in a style that denotes progress and which will not give the impression that the same is an excuse for something better. A good photographer will secure pictures which will show the virility of the community and will not convey the idea that the city is a village in the vale of sleepy hollow.

Every detail of the booklet should be carefully worked out before any of the copy is submitted to the printer. The beauties of the city, its parks, play-grounds, its boulevards, its advantages, its educational institutions, its churches, and its resources should be all carefully thought out and outlined before any of the subject matter is written.

The purpose of the booklet should be considered. If the booklet is to be used to locate a particular class of industries, it will be written in a different manner than if used to interest the retired capitalist, or the man who wishes to educate his children in the schools of the city.

In Mobile, Alabama, this point is carefully worked out in the following manner: Certain booklets are sent to people in special lines of industry. These booklets are called "briefs." They are typewritten in legal form. They set forth the advantages for a particular factory. For instance, in dealing with a cigar factory, the raw material question is thoroughly discussed, showing that tobacco may be brought to Mobile from Cuba, Florida, Georgia, or from Mobile and surrounding counties. The freight rate on this tobacco from Cuba or the States is given in actual figures per hundred pounds. Where the tobacco is imported, the amount of duty is also contained. Humidity is a question which naturally arises in the minds of the prospective industrial cigar manufacturer. Therefore, the humidity of Mobile is compared with that of Tampa and Key West.

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The question of market is also handled. The freight rates to the probable markets and the express rates also will give the cents per hundred pounds. The labor question is discussed. The whole makes a brief on the subject why Mobile is a good place in which to locate a cigar factory.

Successful booklets are used to cover other phases of the city's activities. There are three special booklets. One covers Mobile as a city of residents, the second deals with farming lands, and the third treats only of the manufacturer's situation. In the factory booklet nothing but data interesting to the manufacturer is used. Instead of giving half-tones of the beautiful drives about the city, maps showing the railroads entering the city, the steamship lines outward, and the river system are used. Other maps are printed showing the cotton producing states and the amount they produce, together with Mobile's location with reference thereto. The booklet also deals with those questions which naturally arise in the manufacturer's mind, as proximity and abundance of raw material, market and competition, taxes, licenses, fuel, power, trade conditions, and other matters which pertain to the cost of production. Freight rates are compared to some other manufacturing points.

In writing the booklet care should be taken not to make statements in the superlative degree unless they can be backed up. More than 200 commercial organizations in this country issuing booklets claim for their city the purest water in the United States. This is simply cited as an example. Every city has something over every other city. Find that one thing, or several things, and use them as a foundation upon which to build the booklet.

The commercial organization magazines referred to in a former chapter makes a splendid booklet to mail to persons interested in the city, because it shows the activities of the commercial organization and consequently of the city.

Besides the expensive, highly illustrated, beautifully printed booklet, small pamphlets or folders will be found very useful for distribution. In these, tabulated statistics can be used to advantage, because this method is the most concise for stating such facts.

Above all, in the issuing of publicity matter of this character, the purpose of making the booklet or folder truly representative of the community should be strictly observed.

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IV

Special Publicity—Post Card Day, Display Advertising, Memphis Challenge, Contests for Slogans, Etc.

The field of special publicity for a city presents an almost unlimited opportunity for the exercise of the genius of not only one, but all citizens. There is no end to the different ways in which this kind of publicity can be given. Capacity for ingenuous creations alone fixes the limit.

Display advertising is one of the more common forms of special publicity. Shortly after the commission form of government was adopted in Des Moines, Iowa, a strenuous campaign was begun in a number of periodicals. That campaign is still in use by Des Moines. The result has been thousands of inquiries which led to a number of locations. Houston, Texas, adopted such a campaign with the result that the office force of the Chamber of Commerce had to be increased by nine people in order to take care of the tremendous number of inquiries. Within one year sixty-five industrial plants were located as a direct result of this campaign. Buffalo, N. Y., has also tried out this method with success. Many other cities are now making constant use of it.

Post Card Day has grown in popularity until it has become an annual custom in a number of places. The plan in brief is to send out thousands of post cards picturing some of the beauties, advantages or resources of a city by its citizens on some one certain day. A large mailing list is usually compiled of people or concerns to whom these post cards are sent. The citizens agree to purchase and send out a certain number of these cards each. To each is given a sufficient number of names from the mailing list to cover the number which he agrees to send out. In some places the citizens prepare their own mailing list, sending the cards to their own friends and acquaintances.

In a recent advertising campaign conducted in Memphis, Tenn., a rather unique method to secure publicity for the city was tried out. A number of telegrams were sent to other cities issuing therein a challenge to debate the question as to which city was the better place in which to live, considered from all standpoints. The very uniqueness of this challenge appealed to the newspapers of the other cities and was printed in their columns. Many of the newspapers went further and printed columns of matter concerning Memphis and her claims of superiority. The result of the campaign was the securing of thousands of columns of free advertising space.

A number of cities have conducted contests for slogans or city trade-marks with the result of securing a great deal of country-wide advertising practically free. A prize is usually offered for the person who submits the most appropriate slogan or trade-mark design. This information is sent out to the newspapers of the country, who seldom fail to print the notice of the contest and frequently they urge their readers to enter the contest. The entrants naturally desire further information concerning the city's resources and advantages . They seek this information from various

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sources and give it more or less publicity. The city not only receives this publicity, but also gets the benefit of the great many suggestions for slogans or trade marks to be used in other advertising campaigns.

Many cities receive special publicity through their memberships in their State Development Associations or Chambers of Commerce. The Texas Commercial Secretaries Association is one of the best examples of the methods used by such organizations. This association is formed by commercial organizations and individuals for the purpose of development of the state's resources and also to bring those advantages to the attention of the non-resident. Other organizations of like character are fast being organized in nearly all of the states.

Expositions, fairs, aviation meets and such celebrations are often used effectively for advertising purposes. A number of years ago, the city of Louisville received a remarkable amount of advertising through the great Kentucky Home-Coming which that city conducted. Lists of Kentuckians who had left the state and were living in other states or countries were made up and the old-time Kentucky invitation was extended to them to return for the week of the Home-Coming. Not only did thousands upon thousands respond, but those who were unable to come were reminded of the fact that they were still Kentuckians and there were few whose heart-beats were not quickened as a result of the invitation.

Pine Bluff, Arkansas, upon the completion of the installation of its system of ornamental street lighting, arranged an elaborate program of dedication, which not only served to bring in a great crowd of people for the day, but also advertised throughout the surrounding country the fact that the city had progressed to the extent that they were able to install this form of street lighting.

On the fiftieth anniversary of the entry of the Mormons into Salt Lake Valley a great celebration was held in Salt Lake City. A monster historical pageant was arranged and other exercises and ceremonies were conducted, which attracted great throngs of people from the whole intermountain region.

What child in this country has not heard of New Orleans on account of its Mardi Gras? How many people but what remember something about the World's Fairs held in Chicago and St. Louis? All affairs of this character have an appreciable value as publicity mediums for the cities in which they are held.

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V

The News Bureau---How to Organize and Conduct It

One of the most efficient means of securing publicity for a city is through the medium of the news bureau, which sends out news matter and feature stories concerning different phases of the city's life and activities to the newspapers and journals throughout the country. If care and attention is paid to the proper preparation of such articles, the number of newspapers and periodicals which will use them will be surprising.

No matter should be sent out which bears the ear-marks too plainly of advertising. Such an article will defeat once and for all the purpose of the bureau. It will turn the publications against the city and everything which follows from the news bureau will be carefully inspected before use, if it is inspected at all.

The expenses of organizing and conducting a news bureau are comparatively small. The item of postage is the main expense. Of course, where a large bureau is conducted, additional salaries are necessary. But any city can conduct a small bureau without a great deal of expense.

The large news bureau is organized as a department of the city's commercial organization. A publicity man, preferably a newspaper man, because he knows the value of news matter, is put in charge of this work. He secures a copy of the latest newspaper annual giving the names and locations and other data concerning the newspapers over the country. He also secures a list of the periodicals which would be likely to use any of the matter to be prepared. These two lists give him the mailing list for all of the matter which will be sent out.

The attention of the bureau manager is next given to the selection of material for articles. He will search the current local events for live news of interest to other cities. It depends upon the character of the news of this class whether or not it will be necessary to query newspapers by wire. If the story can be sent by mail, no query is necessary. The story is prepared in as many duplicates as necessary to cover the list of papers likely to use it. It is then mailed to the papers. If the news will not keep long enough to be mailed, then the query by wire is necessary. This query will be replied to by the newspapers which desire to order a certain number of words of the story.

A prolific field for the news bureau is in the preparation of feature stories concerning special advantages which the city possesses to the exclusion of other cities. Feature stories about the Mardi Gras in New Orleans, the advantages of Detroit as a summer resort, the beauties of the East Coast of Florida or California as a winter resort, all make good and interesting reading to the average reader.

Industrial stories are often found acceptable. Many cities lead in the production of certain commodities. It is always interesting to read how these articles are produced, how the products are handled and the size of the production. Agricultural articles of the unique order will be used extensively by a great many publications.

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In fact, any and everything of good repute for which the city or vicinity is noted can be made the subject of interesting articles which will be used gladly. Unusual instances of development work of every character will find ready publication. Whether or not any of these articles will be used depends largely upon the manner in which they are handled and the style in which they are written. A trained newspaper man will be able to prepare these articles in an acceptable style and manner.

Attention should also be paid to the timeliness of an article of the feature character. It would do Detroit little good to circulate a story about the beautiful places thereabouts and the delightful surroundings of the place as a summer resort, if that story was circulated during the winter time. There would be few publications which would use the article. Stories about the Mardi Gras would do New Orleans more good if circulated a short time before the holding of the carnival than after it was over. People do not want to read of the warm climate of Florida when they are, perhaps, sweltering under the heat of their own summer.

All of these articles should be sent out at the time when they will do the most good and when they will be most likely to be printed. Some cities conducting their news bureaus send out a periodic letter, usually about once a week. There are not many newspapers which will continue to use this matter. After a time the envelope becomes known and instead of being opened, it is consigned at once to the waste basket. Timeliness is one of the large elements of success in securing publication of such publicity matter.

The small news bureau is conducted on the same general principles as outlined above. Instead of having a special publicity manager, the work devolves upon the other officers of the commercial organization, usually the secretary, who, as he finds the time or the spirit moves him, prepares and circulates articles of the same character as described above.

The Texas Commercial Secretaries Association furnish a plate service free of cost to the state newspapers. The subject matter of this service contains suggestions for better city building and other development work. This association also circulates free plate to other papers concerning opportunities and features about the state of Texas. This matter is largely used by the papers over the country.

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VI

How to Finance the Publicity Fund

There are few cities in this country which have adopted systematic publicity campaigns. The chief reason of such a lack of system in municipal advertising is because of the insufficiency of funds with which to finance such efforts. The absence of funds with which to conduct a thorough campaign of publicity makes it necessary for the commercial organization to depend upon its dues from members to do as much as possible, after paying salaries, rents and all the other fixed charges. This, of course, is unsatisfactory and the need of proper publicity financing is found on every hand.

One of the important points about the raising of finances for any of the public work to be done by the commercial organization is that every citizen in the community should be expected to bear his share of the burden. All campaigns for the raising of such funds should be inaugurated with this idea in view. They should be planned to cover all classes and conditions of citizens, from the highest to the lowest and the richest to the poorest.

It is an undeniable fact that the working interest of a person is secured when his financial interest is enlisted in any public work. When a person makes a subscription he will be then interested to know how his money is being spent. He feels that he is a part of the whole and that he has a right to make his voice known in the work that is being done.

One of the best ways in which to finance not only the publicity fund, but also all of the work of the commercial organization, is that of obtaining annual subscriptions to cover a certain period of years. The money is raised by the use of the short term campaign.

The various committees are appointed to secure the workers, or solicitors, to have charge of all arrangements for the daily lunch and meetings, to conduct the publicity necessary to make the campaign successful and to make up the list of persons to be solicited. This listing committee in the financial campaign also makes an assessment of the probable amount which the one to be solicited should give. This gives the solicitor an idea of how much to ask for.

In this campaign the listing committee takes the names of every available prospect in the community, rates his ability to pay and the solicitor is instructed to receive his subscription accordingly.

One very progressive city of thirty thousand population has recently created a fund of $70,000 for the general use of its commercial organization. This was taken in various amounts, and for each unit of subscription a share of non-dividend stock was issued. The amount is paid in at the rate of twenty per cent a year, and the total may be expended at the same rate by the management.

The advantage of the plan of securing subscriptions to cover a three or five year period is that it gives permanency to the commercial organization for that definite period of time. If within the time limit the or-

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ganization makes good, the subscriptions will be renewed, probably increased. If it does not produce reseults, then it will deserve the fate of all failures.

Suppose every citizen in any community contributed the small sum of ten cents each month to the work of exploiting the advantages of the place. A city like Cincinnati, with 364,463 inhabitants in 1910, would have an advertising fund of $36,446 a month, or $437,355 for the year. Other cities would have funds in like proportion. This, however, is not practical. A very good substitute is the annual dollar campaign. Again the organization for the short term campaign is used and the solicitors ask every citizen for one dollar, no more and no less.

A movement has been inaugurated in some communities which bids fair to become widespread throughout the country. It is the levying of a special tax in the regular tax levy to raise funds for the carrying on of the publicity work of the commercial organization. This plan is the nearest approach found to the equalization of the burden of supporting this kind of work.

At the annual convention of the Southern Commercial Secretaries Association held in Memphis, Tenn., in 1911, the following resolution was adopted on this point:

"Recognizing that less than one per cent of the inhabitants of the average American city and town is assisting in financing the commercial organization, we favor a uniform state law allowing cities and communities to levy a tax, the returns from which shall be used in assisting the commercial organization in a financial way."

Some city governments today make appropriations to cover a portion of this expense, but the general objection to this method is that it places the commercial organization in a possible position where they can not exercise the same freedom of thought and action with reference to the doings of the municipal administration. The passage of such a law as suggested above, however, would eliminate this objection.

The work of the commercial organization is vital for growth and progress in the community and therefore its work should be made, as far as possible, a public charge, the expenses of which should largely be borne by the public purse.

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CHAPTER 3

LOCATION OF INDUSTRIES

HOW TO INTEREST PROSPECTIVE INDUSTRIES

Never has there been such keen competition among cities for the location of industries as there is today. Because of this it is vitally necessary for success in this important branch of city building to have a thorough system.

The first step in the process is to take an inventory of stock. Find out what factories your city has. This will assist in showing what others you need. What raw materials have you that can be manufactured economically? Industries using these will be easier to persuade to locate with you than others. What are the community's chief sources of revenue? Kindred industries will likely thrive. Omaha specializes on industries which are closely allied to agriculture and has averaged one location a week during the past two years.

A compilation of accurate and reliable information should be made so that at a moment's notice you can give a manufacturer complete data on wages of labor, freight rates, both rail and water in and out of your city, water rates, power charges, rentals for workmen, cost of fuel, cost of raw materials in and out and other information which will be sugested to you in compiling the above. You must be able to show the manufacturer that your city is a better location on a dollar and cent basis than his present one. The geographical location of your city with reference to market is also a strong point.

After the inventory is taken and the compilation of information is made, the next step is to get in touch with prospects. It is far better to decide on some one line at which to fire your broadside than to scatter-gun over the entire industrial field.

Every railroad operating in your city maintains an industrial department. File your statistical information with them and don't forget to impress upon them your strongest arguments why the proposed industry will succeed in your community. If no results come in a reasonable time, go after them again and keep on until the railroads know you mean business.

There are a number of periodicals which will gladly publish an article on your needs industrially and your arguments in favor of the location.

The personal letter campaign is one of the very best methods of getting in touch with prospects. Subscribe to some of the clipping bureaus and write to manufacturers who have suffered fire loss or for any reason are considering a change in location. Use a good mailing list for addressing other manufacturers. Don't use circulars. Make every letter ring with personality. This is the way to get back your dividend on that two cent stamp. You can get your mailing list from Dunn or Bradstreet's complete reports, from companies who make a business of compiling mailing lists whose advertisements you can find in most any of the large magazines, or from trade journal annuals and buyer's guides.

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Another effective method is to have a committee from your city pay personal visits to prospects. Or suppose you send the secretary of your commercial organization. Suppose your city needs a shoe factory. Send your secretary to the congested shoe-manufacturing centers. He will become acquainted with the owners of plants. He will discover in some one or two a young junior partner. He finds out that this man is worth several thousand dollars. The secretary gets acquainted with him and gradually tells him of the opportunity for a successful plant in your city. The secretary gives him all the data and arguments in favor of locating in your city. He follows this up by an invitation to visit your city to meet your business men and to personally investigate the field. In nine times out of ten the plan will land an industry.

Display advertising in periodicals with a country wide circulation is a most excellent method also of getting in touch with prospective industries. This is, perhaps, the most costly method, but it is worth all it costs. A number of these popular magazines, and also many of the great daily newspapers, are beginning to make a specialty of this class of advertising, giving special attention, position, and rates for such space.

Advertising space in the trade journals will also be found a good investment for seeking particular lines of industries.

When approaching old-established industries of large output, covering a great territory in the distribution of their products, it is well to put the "soft pedal" on a request to remove their entire plant. It is better to begin with the suggestion of the establishment of a branch plant which will be able to handle more economically the distribution of products in your immediate market. Then gradually as the campaign for this industry grows warmer and the manufacturer sees the possibilities of future growth at your location you can then go after his whole plant, whereas if you started out on this line you would do nothing more than scare him off.

As far as it is possible, you should "put your house in order" before inviting industries to come to you. You may be extremely anxious for the benefits coming from the constant stream of the industrial payroll, but if your transportation facilities are poor and freight rates discriminatory, you have a difficult undertaking. Your fuel rates, power rates, rentals, water rates must be right. In general your city must offer a more advantageous and economical location than the present location of the prospect. A tremendous advantage is a clean, pleasant place in which to live.

These problems will all be treated specifically from chapter to chapter in this book.

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II

How to Judge a Good Industry from a Bad One

There are a host of bonus-hunting industries moving constantly from city to city, staying just long enough in one place to secure the gift, and then, "like the arabs of the desert, they fold their tents and silently steal away" to some other city which is holding out a tempting offer of gold and precious gifts. Some cities have been ruined by these parasites, while there are a very few that have secured some good industries by out and out gifts of money, land and so forth.

To avoid the former condition, every city should put to the supreme test every industry which proposes to locate upon condition that inducements other than the natural ones of the vicinity are given them. To apply this test is a serious problem, but the following formula will do much to solve the riddle.

H. F. J. Porter, M. E., an authority on shop organization and management, in a lecture on "The Essentials of a Successful Enterprise," before the Alexander Hamilton Institute of New York City, gives twelve essentials which he asserts an industry must possess for it to be financially successful. They are:

1. A useful article to manufacture for sale.
2. A properly organized company.
3. Sufficient capital to exploit and carry out the project.
4. A well-defined business policy.
5. An honest, tactful and capable business manager.
6. A suitable location for the factory.
7. A well-designed plant.
8. A loyal and skilled organization.
9. Perfection in design of the product.
10. Perfection in manufacture, both in material and workmanship.
11. An efficient selling force.
12. A comprehensive system of accounting.

Suppose your city receives a proposition from an industry, then:

1. Secure specific information concerning the products to be manufactured. It may be that your locality is not suited to such an industry.

2. Get their ideas of a properly organized company. The corporation form is better than the old partnership or firm, because it perpetuates the life of the business, extends the power of business expansion, makes easy the addition of new capital, and centralizes control.

3. What amount of capital will they invest in the new enterprise? It is easier and better to secure capital at the outset than after a concern has existed for a period in a hampered condition because of its lack. Be sure that sufficient capital is secured to put the business upon a firm basis at the very beginning.

4. You may discover the bonus-hunter when you ask the question concerning their proposed business policy. The board of directors of the new concern must be sufficiently intelligent to put into effect a thorough business administration.

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5. Who is to be the business manager? Is he a broken-down inventor with a hobby which he wants to manufacture, or is he an active, wide-awake factory man? What is his record for results? Is he a specialist in this particular business?

6. Why does this industry want to come to your city? Is it because of the artificial or natural inducements? Are they influenced more by the local stock subscription or are they really thinking of the supply of raw material—the proximity of their market—the transportation facilities and rates? Your compilation of statistical information referred to in the preceding article will come in good play in convincing the good industry that your locality is the proper place for it.

7. What are their ideas of a well-designed plant? Many industries which have gone into the hands of a receiver could have succeeded if sufficient attention had been paid to this point in shop construction. Does the proposed plan economize space, provide for future growth, and allow the raw material to flow into one entrance, through the various processes of manufacture and out to the shipping room in a continuous stream?

8. The efficient factory force is one banded together with mutual interest for the success of the undertaking. It is team-work. No chain is stronger than its weakest link and strife and discord are very weak links in the industrial chain. The employer must treat his workers as human beings. He must look after their physical, moral and mental welfare. One of the surest ways to avoid strikes and similar disturbances is to pay attention to the personal side of the employee's labors. This method of dealing with him makes him strive for greater skill in his work.

9. Constant experimenting will evolve many improvements in the design of a factory product. Competition has become so keen that the product of five years ago is scarcely seen today on the market in the form or design of the former period.

10. As in section nine, so in this section, competition is continually demanding something better. The wide-awake man of industry is constantly trying to better his product and is not content with the old saying, "If it was good enough for father, it is good enough for me."

11. Salesmanship is one of the most important essentials. A poor salesman will sell some goods at a price, but a good man sells the quantity for the price. The sales-manager must be a broad-minded, far-visioned individual who knows how to sell goods through men, the mails and advertising. He must know human nature and mold his salesmen into a loyal fighting team.

12. A complete set of records showing cost of materials, cost of production, and cost of distribution, including selling cost, must be kept in order to know if an industry is making or losing money.

From the answers you receive to these questions you can readily judge whether or not the proposed industry will prove to be a good one or a bad one for your community.

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How to Locate Industries by the Development Company Plan

III

The method of locating industries by means of the Development Company is becoming very popular with a large number of cities which for any reason find themselves compelled to supplement their natural resources and advantages with additional inducements. So far as is known the plan originated in Oklahoma City, when, in a campaign which was heralded over the country as a wonderful achievement, that city raised a fund of four hundred thousand dollars to furnish a site, railroad switches and facilities, water and other requisites for the location of a three million dollar packing plant. Since that time the idea has spread and the plan in various forms is to be found in nearly every state in the Union.

The simplest statement of the plan is that it is a holding company organized by citizens of a community who use the resources of the company for the purpose of stimulating the growth of new and old industries in the community, not so much through bonus-giving as by properly investing those resources.

The Development Company is a corporation organized and incorporated under favorable laws for the profit and benefit of its stockholders and for the benefit and promotion of progress in a community. The stock of the company is subscribed by the citizens of the community. The capital of the company should be of an amount sufficiently large to permit of extensive operations. General corporation laws permit the beginning of business when one-half of the capital stock is subscribed.

The stock can be raised in a number of different ways, among them being the quiet individual campaign, the enthusiastic short-term campaign, the all-day meeting or the "progress dinner" plan.

When the stock is subscribed the stockholders should meet in their first annual meeting and elect a board of trustees, or directors. These in turn will elect their president, secretary and other officers. It is well to have for the secretary of the Development Company the secretary of the city's commercial organization, because he is naturally in closer touch with development possibilities than anyone else.

Now, after the company is organized and incorporated, the next step is to put the plan to work. Suppose a manufacturer is inclined to locate in your community for the purpose of manufacturing boots and shoes. He tells you that he is willing to invest thirty thousand dollars in the enterprise, but that it will take fifty thousand dollars to finance the industry. He wishes your community to furnish the additional twenty thousand dollars.

After an investigation of the proposed industry, as was suggested in the preceding article, by the directors of the Development Company and the proposition is found to be bona fide, the directors call for a payment on the subscribed stock, sufficiently large, pro rata among the stockholders, to cover the investment of the twenty thousand dollars in the boot and shoe factory corporation. When the boot and shoe company is organized it is agreed that the Development Company shall have a certain representation on the governing board of that company.

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In this manner the Development Company has located an industry in the community and has invested, not given, twenty thousand dollars, which will draw a dividend for the stockholders of the Development Company. These dividends are paid into the treasury of the Development Company. In turn the directors prorate to the individual stockholders their share of the dividend, after paying the expenses of operation for the Development Company.

It will be found advantageous in securing stock subscriptions if all subscriptions are secured upon the following conditions; that no part of the subscriptions will be called until a definite proposition to locate an industry has been passed by the directors; that not more than a certain percentage of the capital stock can be called in within a certain period, i. e., three months; and that no subscriptions are to be in force until at least one-half of the entire capital stock has been subscribed.

The plan, it will be found, will work in many other ways; in fact, its charter should be drawn in as broad a manner as possible and still conform to the corporation laws of the state. It may be that the manufacturer wants nothing more than a factory site. By means of the Development Company a piece of acreage property can be secured on the outskirts of the city, the site segregated and the remainder of the land plotted and sold in town lots. This plan, however, will be treated in a more extended form in the article in this chapter on "How to locate industries by the Town Lot Plan." The Development Company, under its charter, should be empowered to purchase the bonds of an incoming industry needing assistance of this character, or to furnish funds on long-time loans, to purchase securities, and, in short, to do any and all things necessary and incident to the location, establishment, maintenance and operation of industries and commercial enterprises. The Development Company can organize and operate its own industries entirely with its own capital, if it is so desired. In this case, upon a majority stock vote the stockholders organize a subsidiary company for the development of some neglected but promising resource. This subsidiary company is then created in like manner as any other company applying to the Development Company for assistance.

The original Oklahoma City Development Company, organized with $400,000 capital, was the means of locating in the community more than $10,000,000 of new capital and paid back to the stockholders of the company nearly 500 per cent in dividends in two and a half year's time. This capital stock was raised in less than one hour's time and a second Development Company was organized a short time later with the same capital which was subscribed in less than thirty minutes.

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IV

How to Locate Industries by the Credit Plan

What is meant by the Credit Plan is simply the advancement of credit or endorsement of loans for industries which are in need of additional funds for the proper development of their business. A number of cities have adopted this plan in various forms with varied success. This plan is also known as the Boston Plan and the Williamsport Plan.

Perhaps the best explanation of the plan can be given by citing the example of Williamsport, Pa. A number of years ago the community was a thriving place dependent almost entirely upon the lumber industry. One individual practically controlled the industry. He met with reverses and went to the wall. The mills were closed and the workmen were thrown out of employment. The city suffered a period of serious business depression.

A mass meeting of citizens was called for the purpose of devising ways and means of relief. It was decided that it was bad for a community to be dependent upon a single industry. It was also recognized that manufacturers would have to be given some inducements to offset the effect of the lumber failure. A committee was formed to provide for these inducements and to determine their character. The committee embodied in its report the credit plan.

A campaign was organized and conducted which resulted in the raising of many thousands of dollars in guarantees. No money was collected, but each subscription represented the amount which the person making the subscription agreed to stand good for in case of loss.

The plan provided that industries needing loans should apply to a committee of three trustees, whose duty it was to go carefully into the matter, ascertaining the amount of the loan desired, the security offered and the general worth and merit of the proposition. If the trustees passed upon the matter favorably, they went to the banks with which the loan was to be placed, made out the notes or mortgages, had the proper officials representing the industry to endorse the notes or sign the mortgages, and then signed the papers themselves as attorneys-in-fact for the signers of the guarantee fund.

The banks notified the trustees at the same time they gave notice to the officials of the industry when payments on the notes or mortgages were due.

In case of loss the banks notified the trustees, who in turn called upon and collected from each subscriber his share of the loss.

The banks also notified the trustees of their collection of payments on the principal.

Upon this plan, which in large measure avoided the bonus-hunter, the city was able to recover and has been steadily growing since that time.

In Boston the plan is very similar. Butler, Pa., has only recently raised about $700,000 under this plan and has located several industries by its use.

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At Boston, the Chamber of Commerce secured a charter for a separate corporation known as the Industrial Development Company, which wrote contracts with various subscribers, to create a guarantee credit fund of $500,000, one-tenth of which is paid in. Each subscriber's liability is limited to the amount of his contract. Any applicant who has the approval of the Chamber of Commerce Committee on Industrial Development and the Loan Committee of the Industrial Development Company receives assistance by the Development Company endorsing his note, for which the Company charges a commission. As the applicants are found among people outside of banking credit, the risk is, of course. high, and it has been thought wise, therefore, to keep the loans small. Another reason for preferring a considerable number of small loans to a few large ones is that it is expected to produce many institutions of moderate size out of which some big one may possibly grow, rather than to concentrate upon a few conspicuous ones.

Jackson, Mich., has the plan with some modifications over the Williamsport plan. About two years ago the commercial organization in Jackson raised a fund of $106,000. The company securing the loan. together with the loan secured, must be approved by the Manufacturers Committee, the Ways and Means Committee, and the Board of Directors of the Chamber of Commerce before the matter is submitted to the three trustees of the guarantee fund.

After all have approved the company and the loan asked, the proposition is then presented to four banks of the city which divide the loan equally among themselves. The notes are endorsed by the trustees. A first real estate mortgage also runs from the company to the trustees.

The banks charge five per cent interest on loans made in this manner and payment is required in equal annual installments covering a period of from five to ten years.

The first year the plan was in operation three concerns were located. Two more were secured this spring and at the time of writing this article two other applications are pending.

The plan has been found satisfactory in financing the erection of buildings for new industries. In the case of local men organizing a company for the manufacturing of certain products, the trustees require them to furnish the site for the factory and the trustees will erect the buildings In the case of foreign industries, the trustees furnish both the site and buildings.

Of course, the entire expense of site and buildings is borne by the incoming company and is paid back into the guarantee fund during a certain period of time. Nothing in the way of a bonus is given, no free sites, free water or donation of any public utilities. Everything is paid for by the company desiring to locate, but assistance is given in the extension of credit sufficient to finance the operations of the company, enabling them to begin their business without the serious handicap of lack of capital.

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V

How to Locate Industries by the Town Lot Plan

Notable examples of the location of industries by the Town Lot method are to be found in Evansville, Ind., Oklahoma City and Muskogee, Okla. The feature of the plan is the securing of an industrial fund for a city without calling for outright subscriptions but giving real value for the money secured.

The plan has been operated very successfully in Evansville, where it resulted in supplying sufficient funds to defray all of the expenses incident to the location of the Vulcan Steam Shovel Works, a monster industry employing hundreds of workmen.

The method generally employed is to organize a company of local citizens with sufficient capital to purchase a piece of acreage property lying adjacent to the city. After the land is purchased, the acreage is cut up into town lots, streets are surveyed through the tract, sidewalks laid out, some streets and sidewalks built and the lots placed on the market at an advance in price over the purchase price and the cost of improvements to yield a good profit. This profit can be divided and a portion turned back to the stockholders of the purchasing company and the balance placed in the industrial fund to be used for defraying expenses occasioned by the location of industries, or the profit can all be placed in the industrial fund for this purpose.

A number of cities locate the site for a proposed industry in the center of a particular tract of land, which is properly situated with reference to transportation facilities, water and power. The remainder of the tract is then sold in lots to the families who are employed in the factory and to private persons who desire to purchase the lots for the erection of stores or to hold as an investment.

The plan presents an excellent opportunity to cities to secure model factory additions. If the public spirited citizens of a community—those who desire not only to see their city prosper by the addition of new business enterprises but also wish their city to be a pleasant place in which to live—purchase a large tract of land and lay out good streets and sidewalks, parks and playgrounds, they find not only a ready market for the lots but the plan will also prove attractive to companies who are looking for a location for their plants which they desire to move from congested districts to a place where they will have more room and pleasant surroundings.

The manufacturers are fast coming to the conclusion that they are able to get more and better work from their employees when they are properly housed and surrounded with healthful and pleasant environments. The city which provides for such a contingency is fast outstripping in the location of the best class of industries those which neglect such work.

When Oklahoma City received the proposition to locate a three-million-dollar packing plant provided facilities costing about three hundred thousand dollars were furnished, the job looked like a big one, but the citizens devised the stock company plan and purchased a large body of land close to the city. This they platted and sold in lots. In less than one hour four hundred thousand dollars had been subscribed in this manner and the location of the packing plant was assured.

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Close on the heels of this first effort a second packing plant made a similar proposition and the location expenses were provided for in the same manner.

Muskogee, Okla., raised by this plan three hundred thousand dollars in two days' time which fund was used to defray the expenses of locating five new industries. Enid, Okla., has recently adopted the plan and has already raised a large industrial fund by it. Other cities are adopting the plan and with but few exceptions it has resulted in success.

At Indianapolis the plan on a tremendous scale has been attempted. It is purposed to build a model factory addition to the city, besides those already in existence, at a cost of $2,500,000. A large area of farming land was secured, platted, wide boulevards and streets, parks and playgrounds, business sections, factory sites and residence sections laid out, model residences and business blocks erected and the lots sold at a price to pay all expenses and a handsome profit besides. It was estimated that the cost of the land and the improvements would amount to $250 per lot and the purchase price was set at $400 per lot. A portion of the profit was set aside in the industrial fund to pay expenses of locating new industries. The plan has been successfully completed.

Some of the advantages of the plan are:

First: It furnishes a city with an industrial fund which can be used whenever needed for expenses of locating industries or commercial enterprises.

Second: It enables a city to establish a factory addition thus segregating such businesses in distinct portions of the city and in large measure preventing the encroachments of the factories upon the residential sections and sections of the city devoted to other business enterprises.

Third: It presents to a city the opportunity to secure model additions for business or residential purposes or for both combined.

Fourth: It affords the opportunity to attract the better class of industries seeking a location by furnishing sanitary housing and pleasant healthful environments for factory employees.

Fifth: By having the factory located in the addition, the employees are housed close to their work and are thus kept freer from disturbing influences such as strikes and are consequently more contented and less liable to wander to other places. The effect of such living is to be seen upon their children who grow up feeling that the city is their home and consequently become good citizens.

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VI

How to Locate Industries by the Incubator Plan

The Incubator Plan is so-called because it permits the location of small industries in power buildings where expenses of operation are cut to the minimum, thereby making possible the existence of business enterprises which otherwise would find cost of production so high that they could not successfully enter the market and meet competition.

Nearly every city has its great power buildings where light, heat, power, elevator service, modern shipping facilities and all other conveniences are furnished at a rental rate which would fall far short of the interest on the capital necsesary to be invested to supply as well an equipped plant for housing each of many small industries separately.

Some of these power buildings, or incubators, as they are often called, are very large and house hundreds of industries. Sometimes each floor of the building will have a number of varied industries, each manufacturing articles entirely different from their next door neighbor.

Whole sections of some cities are occupied entirely by such buildings and by the community of interest afforded by them these business enterprises are enabled to secure the very latest improvements in the way of machinery and service at the minimum of cost.

The Bush Terminals in New York City furnish a splendid example of the possibilities of locating industries under this plan. Here are to be found immense buildings fitted throughout with the most modern conveniences and facilities for the quick and economical handling of freight, express and mail. Railroad facilities are to be found in the courts surrounding the factory floors and along the water front of the buildings are established ample and commodious wharves equipped with modern appliances for the handling of freight bound to its destination by the water route.

The incubator building will be found of great benefit to any city in securing the location of industries so small that the expense of erecting a separate building for their plants would not be justified. It is a comparatively easy matter to secure one or more for a city where the demand is experienced or the future prospects for such industries seems to demand it.

It is not at all necessary that these buildings should be erected at a tremendous cost. A small stock company of local citizens can be organized which will purchase a site well located with reference to railroads. Some of the stockholders can quickly make a trip to the nearest city with power buildings and a short investigation will give the entire plan of the building proposed to be built to suit local conditions.

In the erection of the building care should be taken to provide the most economical method of handling both incoming and outgoing materials. The central energy station from which power is transmitted to all portions of the building should be so located as to facilitate to the utmost the quick transmission of power with the minimum of loss. Especially is this true of buildings where the power furnished is steam.

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The stockholders who erect such a building will obtain their income from the rentals which would be placed at a low enough figure to attract the industries. They will then be found to produce a handsome dividend on the capital invested. The rental is usually made to cover all utilities, such as power, light, heat, elevator service, water and shipping facilities.

Too great attention cannot be paid in the erection of such a building to sanitation, including ventilation and the proper disposal of sewerage and all waste products of the industries. With very little expense rest rooms for the female employees of the industries, lunch rooms for all and like accommodations can be provided.

It takes work, good consistent team-work on the part of the citizens of a community to secure the location of industries no matter what plan is used nor what advantages your city has. To interest the prospective industry means selling the advantages of your city. To judge the industry which applies for a location asking for additional inducements beside the natural advantages of your city requires the attention of your best business men. To fight shy of the bonus-hunter who is constantly appearing and reappearing, each time with a more plausible story, requires constant diligence. To finance the expenses of location of a good industry requires the co-operation of your citizens. All of this requires work, not only from one man, the commercial secretary, but from all the live, wide-awake citizens who have an earnest desire to see your city grow.

Of all plans yet adopted by cities for the financing of location operations the Development Company Plan bids fair to out-live the rest. The reason is manifest. When the Development Company is once organized, under its charter, it is possible to lend its credit to incoming industries by financing its loans in the company's own funds by either the purchase of industrial bonds or making loans outright; it is possible to handle the Town Lot plan through its channels as is being done in the State of Oklahoma; and it is also possible to erect the incubator or power building with a portion of the Development Company capital stock, besides the Development Company has the authority to subscribe for industrial stocks.

Another advantage of the Development Company is that when organized a fund is then provided which can be demanded from the stockholders at any time it is needed, whereas without it the community which finds itself in need of finances at any particular time is compelled to go out and drum the business men and citizens for subscriptions and then repeat the dose when the next occasion requires.

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CHAPTER 4

CONVENTIONS

THE VALUE OF CONVENTIONS FOR ADVERTISING THE CITY.

The values of conventions to a city are so numerous that to enumerate them all would require a volume of many pages.

In the first place, comes the direct benefit of having visitors in the city from various parts of the state, country, or countries. With most convention-delegates the session is a vacation period. Consequently, they are free spenders of money. Hotels, restaurants and some classes of stores are the first beneficiaries. All of the other business interests of the city are secondary beneficiaries, because the money received by the hotels, restaurants and other establishments direct is afterwards spent by them for supplies and other goods which they desire to purchase.

Chicago estimates that her conventions are worth in the neighborhood of $10,000,000 annually. Detroit also estimates her conventions to be worth in "new money" about $8,000,000 each year. A little figuring for yourself on the last convention held in your city will show you something of the value of these gatherings in leaving "new money" in the community.

If your city has any considerable number of wholesale and jobbing houses, you will find it of great advantage to secure as many state conventions as possible. The delegates to such meetings are in large measure retail merchants. When they meet in your city, it affords a splendid opportunity to your wholesalers to meet them, and the chances are that many orders for goods will be left behind when the convention adjourns.

One of the greatest values of the convention is the opportunity which it affords for advertising the community. This subject proper will be discussed under the head of "Special Publicity." There is one phase of the subject which will be taken up, however, in this article. That is the value of advertising through the convention in securing additional residents.

If the proper efforts are made while a convention is meeting to find those among the delegates who are not altogether satisfied with their present places of residence, many times good settlers will be found. Men are constantly retiring from business. Conventions which meet this year have many new faces where old ones were last year. The city which entertains a convention and makes an impression of its beauty, thrift and pleasant environments will soon see the result in the location of wealthy or well-to-do individuals who come in quietly and unobtrusively and take up their place of abode.

This is also true in the matter of locating new enterprises in the city. Concerns are constantly outgrowing their present quarters and are looking for a new location where they will have better facilities and a larger market in which to operate. Representatives of such concerns rarely fail to attend the annual, district or state convention of their particular line of business. Therefore it is easy to be seen the chance of making a favorable impression upon such delegates every time a convention is held in the city.

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If your city is fortunately located in a favored spot considered from the standpoint, either of climate, beautiful surrounding country, historical points of interest, or otherwise, the delegates to a convention, if given the proper attention, will be duly impressed with these features and will again visit your community, perhaps not as a delegate, but on a pleasure trip. Furthermore, that delegate will return to his home loud in his praise for your city.

Another value of the convention which should not be underestimated is that of the effect of that gathering upon the city itself. The holding of a convention usually brings together the biggest men in the jurisdiction of that particular convention, whether it be state, district, national, or international in character. These men usually express themselves upon the live topics of the day through interviews in the newspapers. Usually the convention of business concerns discuss the most up-to-date methods of doing business. Such conditions prevailing for a period of several days in any city cannot help but accomplish some results in keeping that community alive and up-to-the-minute.

Milton Carmichael, the father of the convention bureau idea, has demonstrated beyond the shadow of a doubt the value of the convention in the city of Detroit. His efforts brought to Detroit for the year of 1910 a total of 185 conventions, which brought 185,000 visitors to the city. There were but four weeks during the year in which no conventions were held. Carmichael's ideas are worth copying and application to him for information concerning nearly any phase of the convention question will find him ever ready to render assistance. Atlantic City, N. J., also has an enviable reputation as a convention city.

It is almost impossible to overestimate the value of conventions to any city, whether considered from the standpoint of the "new money" brought in and left with the business interests, the opportunity afforded for advertising the city, or from any other standpoint. The entertaining of conventions has passed the experimental stage and has become one of the strongest points of city building among the most up-to-date cities in this country.

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II

Special Publicity

One of the values to a city accruing from the entertaining of conventions which was mentioned in the preceding article was the splendid opportunity afforded the city for special publicity. The cities which are the most active in this important form of city building also show the greatest activity in advertising themselves for special advantages,

In order to secure a convention, special publicity of the advantages of the city for the holding of that particular convention must be had. This advertising matter must be distributed among those in whose power rests the naming of the place for the holding of the next convention. Those whose votes count must be solicited, in most cases very strenuously. Competition is growing keener and keener among cities in this field of activity and as the competition grows the opportunity for more publicity increases.

In this advertising matter is given the opportunity to display in type and cuts the beauty, accessibility, and thrift of the city. The business and industry of the community makes a story which can be used oftentimes with telling effect in a campaign for some special convention. The advantages of the city's wholesale and jobbing market will frequently appeal to conventions. This is also true of the city's advantages as a retail market. There is practically no limit to the recitation of the city's history, achievements and assets in the hard-fought convention campaign.

There is no city in the country but what can entertain conventions if it desires. There are none but what have their attractions and the battle is more than half won when these attractions are presented to the prospective conventions in a fascinating manner. Publicity is the weapon which secures the convention, while the advantages of the city compose the motive power for wielding that weapon.

This publicity may and does take almost innumerable forms. Booklets and folders form, perhaps, the major portion of the most systematic campaigns of the successful cities. For example, Detroit issued 75,000 advertising booklets from its convention bureau in one year alone, and they say that they would like to see more progressive work along this line done. Chicago sends out tons upon tons of such matter every year. Omaha raises and spends $15,000 per year, aside from its membership dues, in this work. Practically the only limit to the amount and character of publicity for use in convention campaigns depends upon the capacity of the executive officer of the convention bureau for creating and distributing the matter.

Another form not only of giving publicity to the city, but also efficacious in increasing the attendance of delegates to conventions is special articles in trade journals. Most of the conventions held each year are trade conventions, each having its official organ or journal. The annual convention is the one big event of the year with the journal and consequently they are glad to print elaborate articles, highly illustrated, concerning the

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city in which the next convention is to be held. Several cities secure each year hundreds of thousands of inches of advertising space in this manner and at a cost which is practically nothing.

Badges and buttons are nearly always used both in the convention campaign and also during the session of the convention. If a city has a slogan, it is usually printed on a button and thousands of them freely distributed. These, together with the badges worn by delegates and visitors, are in most cases taken home and kept as souvenirs of the visit.

Another form is the bill-board. This is, perhaps, one of the newest forms of publicity to be tried out. At least one city has used it. That city had hugh posters, nine by twenty-one feet, printed and distributed through one hundred cities during the summer months calling attention to the advantages that city possessed as a convention city and as a summer resort.

A splendid distributing medium for a substantial part of booklet and folder advertising matter is through the railroads. Detroit kept on file its booklets in the time-table racks in 1,125 places in 280 cities, for free distribution to the public during 1911. Hundreds of inquiries concerning the city were a result of this publicity.

One point which should not be overlooked, and that is, all the advertising which is printed should be of the highest type. Shoddy stuff will nearly always ruin chances to secure conventions which otherwise would be won. Good printing puts a good taste in the recipient's mouth and will command his attention sufficiently long for him to catch at least a part of your story, and all of it, if it is sufficiently interesting.

Another opportunity for advertising the city is when the convention delegates arrive in the city. Meet them cordially and make them know that you are delighted to have them enjoy a few days in the best city in the country. Special advertising matter, giving points of interest in and about the city, with directions how to reach them, side trips that can easily be made and other general information, will be greatly appreciated. But this subject will be more fully treated under the subject "How to Entertain a Convention," which is the last article in this chapter.

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III

How to Secure Conventions by Letter Campaigns

The letter campaign is one of the best means by which valuable publicity can be given a city. It is worth much in this particular and many times can be used exclusively in securing good conventions. The letter campaign has some decided advantages over the personal campaign. Such a campaign can be conducted at much less expense. The postage stamp on the letter gives it entrance into the office of the busiest man. One who can write "letters that win," one who can put the "talk" into them, can accomplish surprising results from the use of this campaign.

The first thing to do is to decide upon the convention. One of the requisites in convention campaigning is to know the conventions that are to be held, where they are now meeting, in whose power the choice of next meeting place is held, the officers of the body, the number of delegates, the number of visitors and other data of like character. It is comparatively easy to get track of and keep a line on the conventions which meet in one's own state. The most important are known generally over the state. The less important are a little more difficult, but a line can be secured on them by writing to the principal hotels throughout the state asking them for their list of convention dates. This means will also be sure to give a large percentage of the names of the officers of these conventions.

The district conventions are a little harder to get in touch with than the state meetings. A few letters to trade journals will give the required data on trade conventions. Other letters to prominent professional men will bring results on this class of conventions. And again the hotels in the larger cities of the surrounding states will add further information. The national conventions can be located in much the same manner, only broader. Besides this method of securing information, there are a number of publications issued regularly which are devoted exclusively to keeping track of all kinds of conventions.

When the convention desired has been decided upon and the names of the officers have been found, write to them to see if the meeting place for the next year has been selected. If not, find out who has the decision of this point, whether the delegates themselves select the place in some session of the convention, or whether this matter is left to a committee. If the delegates have the deciding voice, secure the names of all of them, if possible. Write to them as strong a letter of invitation as possible. Send your advertising booklets or other matter of special character to them and do everything in this and your letter to create the desire in the heart of the delegate to hold that convention in your community.

Some of the delegates will reply to your letter. From these replies you can tell whether or not they are your friends. They will in all probability drop some expression upon which you can hinge another argument in favor of your city, thus giving you the chance you are looking for to keep the matter before him. Other delegates will not pay any attention to your communication. You can help them in their replies by

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asking them for their opinions and enclosing a return postal for that reply. If they do not reply, then start your follow-up. After a little experience in this method of convention campaigning, you will evolve a good follow-up system of several letters. Let the delegates have these letters at intervals, making each one, if possible, a little stronger than the last, bringing out new arguments and using all of the persuasive powers of which you are capable.

In the recital of the advantages of your city it is easy to forget the personality of your correspondent. Don't forget the "you" attitude. Make the delegate feel his importance as a deciding factor in the question and appeal to his comfort and pleasure in such a way as to lead him to believe that he will miss the treat of his life if the convention does not come to you.

Do everything you can to get him to reply, and when he replies you then can better judge how to go after his vote. It has been truly said that you can't whip a man in an argument if he keeps his mouth shut. As the time draws nearer for the vote to be taken, begin making things hotter for him. Post-cards of particularly interesting or beautiful scenes in your locality can be made an effective part of this follow-up campaign. If possible, secure an expression from these delegates in your favor and the chances are that conscientious scruples will keep many of them in line for you, no matter how hard a fight for the convention may be made by other cities.

Practically the same sort of a campaign can be prosecuted in the event a committee has the deciding power of where the next convention shall be held. If you fail in securing the convention, you may succeed in getting a pledge for the next year's meeting, which to all intents and purposes is a victory for you. Even if you do not secure the convention, nor even a pledge of a coming convention, you have accomplished a deal of good publicity for your city and the chances are that if you go after the same convention in the future many of the delegates or members of the committee will remember your campaign and feel very kindly toward your city, which will greatly lessen your work in that campaign.

A personal letter campaign can be used successfully in securing a number of conventions which could not be secured in other ways, because of the comparatively small expense attached to it.

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IV

How to Secure Conventions by Personal Campaigns

A pretty good saying it is, that if you want anything, go after it yourself. In convention-getting, if it is possible, attend the convention in person and bring it back with you.

The preliminary work of getting in touch with the convention and how the choice of cities is to be made is the same as shown in the preceding article, "How to Secure Conventions by the Letter Campaign." You must find out the dates of the conventions whose delegates decide the next meeting place during the session of the convention, or the dates of the meeting of the committee, if the choice of cities is left to such a body for decision.

Go to the convention or to the committee meeting with your committee, delegation, or by yourself. Take with you, or have shipped before you, the special advertising matter concerning your city.

From the time you reach your destination until the question is decided you have nothing but work. A very good plan to follow is to get in touch with the officers of the convention at once. Make friends with them and they will be able to greatly assist you by keeping you posted as to what is going on and just when the question of next meeting place will be taken up.

Convention officers usually have a great deal to say about where the convention shall next go. Their influence in your campaign is worth making special effort to secure. If the opportunity presents itself, have a talk with them concerning the invitation of your city. Feel them out, and, if necessary, present to them your arguments to offset their objections. The primary thing to do is to secure their support.

The next point upon which to concentrate your energies is the delegates themselves. From the officers of the convention you will be able to ascertain from what section of the territory over which the convention has jurisdiction comes the largest delegation, what delegation is the most influential, and the size and influence of the other important delegations.

Then ascertain what cities are your competitors in the fight to land the convention. This will usually be a very easy matter, because of their publicity. Before you come to the convention, you should carry on a vigorous campaign of advance publicity for your city. Make it known that you will be a contender for the next meeting place. Let the advantages of your city as a convention place be known to all the delegates, if possible, but at any rate to the officers and principal delegations.

After learning what cities are entering the fight, compare the advantages of those cities with yours. This comparison will give you your best arguments. It is not often that dark-horse cities enter the fight for a convention and win out. So you will in nearly every case be able to prepare yourself to combat the arguments of the other cities.

Now you are ready to really go after the convention. The preliminary work has been accomplished and it is now up to you to demonstrate your

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ability as a politician. Secure an introduction to some member of the most powerful delegation, both in influence and number of votes. From this delegate you will be able to secure an introduction to the leader of that delegation. The average politician is successful because he is an apt student of human nature and when you meet the head of this delegation you have the opportunity to show your ability.

What you want is to secure a few minutes quiet talk with this man in which to sell him your city as the next meeting place. In this interview you must present the arguments of the competing cities and then answer them by showing your counter-advantages and superior reasons for the convention. You must be able to overwhelm him with the importance of your city, and if you succeed in doing this, the chances are that you will receive his support. Of course, there are times when a little entertainment can be used effectively. But this method of influencing men is fast disappearing, and whether or not you can successfully use it depends upon your ability to read your man.

If you secure the support of the head of this delegation, then endeavor to obtain his promise to have his delegation vote for your city solidly. If he is not favorably inclined to your invitation, then try to get him to put the "soft pedal" on his opposition. In this case, meet as many of the members of his delegation as possible and endeavor to create upon them as favorable an impression for your invitation as possible.

The same method of procedure should be adopted with the other delegations, only stopping in this work when the vote on the question has ended. When the vote begins is the critical time of the seige. You have by this time secured some ardent supporters among the delegates. If possible, form these men into a committee of "whips." Secure their active co-operation on the floor of the convention in keeping your pledged delegates in line. If you secure your convention, your battle is won immediately; but if you fail, you have not lost, but have advertised your city in such a way that many of the delegates will never forget it, and you stand an excellent chance to secure the convention the following year.

There are no set rules for securing a convention, but the method of procedure depends almost entirely upon the capacity of the man who is engineering the campaign for it, as was said above. However, this article is written to show some of the methods in use among successful convention cities.

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V

How to Organize and Finance a Convention Bureau

The city that expects to secure an appreciable number of conventions of value can do little without concerted action and organized effort. Competition among cities in this line of City Building is too keen to permit a city to secure many conventions in a haphazard sort of way. It takes vigorous effort, sustained effort, and prompt effort to secure these gatherings which mean so much to a city in "new money" and the opportunity they afford for publicity.

Look at the cities that are successful in securing these meetings and notice the efficient organizations which they have. Many of them are models of excellence. Among them may be mentioned the Chicago Association of Comerce, in which the convention bureau is made a department of the general work of the organization, the Detroit Convention and Tourist Bureau, the Greater Baltimore Committee, the Louisville Convention and Publicity League and many others too numerous to mention. These cities are all successful convention-getters. In some particulars their organizations are dissimiliar but in the main points they are alike. The following plan of organization is adapted from the best in all of them:

Where the city has no organized effort to secure conventions, the first step to pursue is to call a meeting of all of the business concerns in the city which would receive a direct benefit, such as the hotels, restaurants, theatres, and certain classes of stores. At this meeting promote the idea of organizing a convention bureau, either as a separate organization or as a department of the city's commercial organization. Both plans are in use and both have proven successful.

Secure the agreement of as many of those present in your meeting as possible to become members of such an organization. Organize a membership campaign and secure as many members as possible from those directly interested. Leave the other business interests of the community for later campaigns. Their memberships will be harder to secure than the others and it will make the work much easier when the organization has secured two or three conventions.

Much better success will be had in the organization if a paid secretary is employed for his full time to conduct this work. Where the bureau is made a department of the commercial organization and the general secretary of that body is also the secretary of the bureau, it is impossible for him to give the time and attention to the work as could a man who has nothing else to do. This, however, depends altogether upon the amount of finances secured to operate the bureau.

After the secretary is selected, his first work is getting a line on conventions. Under the article "How to Secure Conventions by the Letter Campaign" this information is given. The secretary should build up his convention data files and card index systems in such a way as to be able to give at a moment's notice the names of conventions, the names and addresses of the officers, the place of meeting, not only of the current year, but for several years previous, for the choice of a convention city for the

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next meeting place depends largely upon where the convention has been entertained for several years previous. These files should also include the dates of holding the conventions, what the entertaining cities did for them, the number of delegates attending in different years, the manner in which the choice of next meeting place is to be decided, whether by the convention as a whole or by a committee, and, if by a committee, the names and addresses of the committee for the current year, and other data which will keep the officers of the bureau thoroughly posted continually as to what is going on in the convention world. To secure a complete file of this character it will take several years, and even then it is being added to continually. But the start must be made. A prolific source of this information will be found in a subscription to one or more recognized press clipping bureaus.

The various forms of advertising of the city's advantages which are to be used during convention campaigns must be decided upon and made ready for distribution. The number and character of these is only limited by the capacity of the secretary and the members of the bureau.

Various methods of financing such a bureau are in use. Some of them are based entirely upon a membership plan, while others are dependent exclusively upon subscriptions of the business interests of the city, and still others are a combination of the two.

Perhaps one of the best methods is the assessment plan. Memberships in the bureau are secured and these memberships are rated according to the amount of direct benefit to each. An assessment sufficiently large to begin the work of the bureau is made. When this fund is exhausted, additional assessments are levied, and so on throughout the year. Of course, the Board of Governors or Directors are a check on what this annual amount will be and also the capacity of the members themselves to contribute will also perform an automatic check upon the amount of revenue which can be secured.

When the bureau is organized and the finances secured, then the success of the organization in securing conventions and tourist travel for the city is only dependent upon the advantages which the city possesses and the industry and energy displayed by the bureau and its officers in giving publicity to these advantages.

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VI

How to Entertain Conventions

The majority of American cities have placed the ban on the bonus-hunting industry, those concerns which come into a city and stay long enough to secure the gift, and then hie away to some other place which is offering them other gifts. As this has been done in this branch of city building, just so are the cities fast coming to the conclusion that the convention to secure and entertain which entails a great financial burden upon the community is not desirable, but to the contrary, unwelcome.

To quote on this point Milton Carmichael, Secretary of the Detroit Convention and Tourist Bureau, an authority on convention matters: "I would advise any city to reduce the entertainment feature to the point where it is not burdensome. More than once I have heard delegates remark that they did not care to accept an invitation from some city because so much entertainment was promised that the delegates in attendance would have no time for the transaction of business, or seeing points of interest in their own way."

"By pursuing this policy, you will see the handling of conventions becomes an incidental matter. The expense has been reduced four-fifths and the work nine-tenths. A convention that costs more to entertain than it is worth is the one to let some other city have. The convention whose officers drop in with the suggestion that they will meet in your city if you will advance a cash sum sufficient to take care of their year's maintenance and hire office help at its general headquarters is another convention that it is well to let go to another city."

There are a number of conventions which will come to you for an up-set price, and there are others which do not ask for a price, but instead certain forms of entertainment which are nearly as burdensome. Both of these classes should be discouraged as far as possible, and by concerted action along this line this habit can be broken up entirely.

Whatever entertainment is provided by a city, it should not conflict with the work of the convention. A program of events should be worked out by the entertainers and the officers of the convention. In this way conflicts can be entirely avoided.

In the first place, convention delegates will appreciate it if they are met by a committee of your townsmen upon entering the city. This affords a splendid opportunity for the distribution of special advertising matter concerning the city, points of interest in and about, and side trips which can be easily made, and directions how to go. Many cities have a special booklet for such distribution containing the foregoing matter and such additional information as the legal taxi or cab fares, the cost of side trips, the principal hotels and their rates, and other similar matter.

It is altogether proper for your citizens to have a committee to wait upon the convention throughout its sessions, to be ever ready to assist in the expeditious conduct of business, and to be walking bureaus of information. The members of this committee should wear badges which should indicate the capacity in which they are acting. The co-operation

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of your police department will greatly assist in giving delegates information.

It may be impractical for delegates to make certain side trips to points of interest because of conflict with convention sessions. In that event, it is proper to arrange special transportation accommodations, but have it understood that each delegate is expected to pay his own way.

A banquet can be arranged at which the delegates will be the guests of honor and made to know that they are welcome. Usually at the opening session of the convention an address of welcome is given by some local celebrity as the Mayor, President of the Commercial Organization, or some other representative person. This address is usually responded to by the president of the convention, and then the delegates get down to business.

Entertainment largely depends upon the character of the convention. More and more are delegates bringing their wives and children with them and are making the trip a sort of vacation period. In such cases particular attention should be paid to these visitors who are not delegates. Arrangements should be made so that they will be able to see the most in the least time and in the most satisfactory manner while the delegates are busy at work. In the case of fraternal conventions, it is fast growing to be the habit of the local lodges to hold receptions and other evening functions for the entertainment of their guests.

The matter of decorating the city in honor of the convention depends largely upon the size and character of the convention. Most of the business houses of any city have their stock of decorations, consisting mainly of flags and bunting, and it will be very little expense to them to put them up during the convention period. There is, perhaps, nothing that will make such a showing as such a method of entertainment and considering the relatively small expense, it is very satisfactory.

Many delegates desire to take their own time for sight-seeing and pleasure-seeking. The entertainment should be so arranged as to provide for rest and relaxation.

The convention question is a problem and success can only be attained by watching the methods of other cities to which conventions go.

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CHAPTER 5

EXTENSION OF RETAIL TRADE

HOW TO CONDUCT A SHOPPING CARNIVAL

Practically every retail store has two periods during the year when it conducts clearance sales.

The commercial organization can co-operate with the retailers for the purpose of moving quickly this dead or surplus stock by conducting Shopping Carnivals. The retailers are members of the commercial body and the affair can be conducted by that organization with much less trouble than otherwise.

The keynote of a successful Shopping Carnival is co-operation—the keynote of all successful public work. The retail establishments sign an agreement to hold their clearance sales during the same period of two weeks' duration.

The merchants also pledge small subscriptions of, say, $10. Rating the merchants, charging some more, and others less, according to the size of their establishments and the volume of business, is often done. These funds pay for the co-operative advertising of the Shopping Carnival.

This money is used in attracting out-of-town trade. The usual forms which this publicity takes is display space in the surrounding country newspapers, posters for billboard advertising and personal letters.

The country newspapers usually give special rates on this copy. A careful selection of papers is made in those sections which it is believed will yield the greatest amount of results.

The posters can be purchased and put up for from five to twelve cents a sheet. This form of advertising will be found very effective. Half sheet cards or muslin banners can also be used to advantage on fences, bridges, trees, and other places along the roads leading into the city.

The personal letter will probably bring more business than any other one advertising medium. A good mailing list can be secured from telephone directories of the surrounding counties. Such a mailing list is not only alive and up-to-date, but it also puts you in touch with the best people in the community. Too much attention cannot be given to the letters in making them really personal. Modern office equipment has reached the stage today when circular letters, filled in with name and address and salutation, cannot be distinguished from the really dictated letter. The letter should extend a cordial invitation to visit the city and dwell upon the advantage of the co-operative sales for making purchases throughout the household. Pieces of advertising matter may also be enclosed.

The value of the letter is that it makes a personal appeal which is hard to resist and, the better the letter writer, the stronger is this appeal. The average city man receives a considerable amount of mail and to him the circular letter does not appeal, but in the smaller communities and the rural districts, where these letters go, the people receive comparatively little mail and everything with Uncle Sam's postmark is given sufficient attention for its message to be understood.

For protection to those merchants who put up the money to finance the Shopping Carnival, all advertising matter should call attention to some sign or decoration of these stores to distinguish them from the others. A good plan

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is to call all such Red Spot stores. Each hangs in the windows large round red bristol boards with the words "we are members of the Shopping Carnival" printed upon them. These cards should be as large as possible to attract attention.

Every merchant in the city should be given the opportunity to go into the Shopping Carnival. Some of those who decline will object to the designating of stores by special signs or decorations, but to the merchant who puts up the money to advertise his business belongs the trade.

The Shopping Carnival brings the merchants closer together and shows them the value of co-operation. Many cities are found whose merchants are afraid of each other and are constantly looking out for some one of their competitors to "put something over" on them, but after one Shopping Carnival has been successfully conducted in the community, the merchants begin to realize that they are all after the same thing, more business, and that by co-operation each can secure greater and better results.

The Shopping Carnival affords all of the merchants a great opportunity to clean up their stocks. With just one concern conducting a clearance sale at some particular time the out-of-town customer is not so apt to be attracted as when he is able to buy all kinds, classes and assortments of goods on the same trip for the same railroad fare. This feature is by far the strongest talking point in the Shopping Carnival advertising matter.

Another feature of the Shopping Carnival is the minimum amount of expense chargeable to each participating merchant. If a merchant holds his sale independently of the others, his advertising bills will amount to a tremendous sum in comparison to his contribution to the fund to finance the Shopping Carnival.

If the merchants will all agree to make a certain reduction in prices for the clearance period, the Shopping Carnival will attract more attention.

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II

How to Conduct a Refund of Fare Campaign

Like the Shopping Carnival the success of the Refund of Fare Campaign depends upon the co-operation secured. Most of the cities have experienced difficulty in finding a plan which will give the purchaser the minimum of trouble and yet protect the merchants from giving the benefit of the campaign to those who do not deserve it.

The purpose is simply to put the out-of-town buyer on the same basis as the home buyer. The merchants agree to refund the amounts paid by out-of-town customers for their transportation tickets. From each of these merchants a small sum of money is collected to be used in advertising. Application to the agents of the steam roads and interurban lines is made for a list of all stations and stops on their respective lines within a certain radius of the city.

The agents are also asked to furnish the mileage from each station and the round trip fare. The stations on all lines are arranged in alphabetical order in one list. The percentage of refund on purchases is then fixed. The usual amount is five per cent. In compiling the list of stations three columns are used. The first column gives the stations, the second column the round trip fare, and the third column, amount of purchase necessary to obtain the refund of the round trip fare.

This list forms a part of the Refund of Fare Check Book. The first part of the book contains instructions to the visitor and the merchants. Next follows a list of the merchants who are members of the Refund of Fare Campaign, then the list of railroad stations to which the refund of fare applies. Blank spaces for the signatures of merchants selling and the amount of purchase from each follows. The book is closed with a recapitulation giving date of purchase, name of purchaser, his address, the amount of refund and the name of the merchant refunding. When a sufficient amount of purchases has been made to allow the refund from the customers' station to the city and return, the last merchant selling takes up the book and refunds in cash the amount required as found in the alphabetical list of stations. The Refund of Fare Book then becomes the merchant's receipt for the amount of money paid out by him to any customer.

After the campaign closes an auditing committee collects and checks over the books and prorates to each merchant the money due him for the excess which he paid out or collects from him the deficit which he owes.

These Refund of Fare Check Books should be placed in the hands of customers before they reach the city, if possible. If the personal letter campaign is used as suggested in the Shopping Carnival plan a book can be enclosed in each letter. The railroads will distribute to their agents a supply of these books to be given to customers when they purchase round trip tickets. All advertising matter should state that the agents have the books and a customer receives one on request.

On the cover, a space is provided in which the railroad station stamp is put by the agent. This is prima facie evidence that the book was issued at the point stamped on the cover.

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Some instructions to the visitor which should not be overlooked are, that he should present to or ask the Refund of Fare Check Book from his station agent and have him stamp the same with the railroad stamp in the place provided for that purpose on the cover; that the book must be presented to every merchant from whom the customer makes a purchase; that the customer should see that the merchant places his name and the full amount of purchase in the place provided; that the last merchant from whom the customer purchases goods will refund to him in cash his fare and that this merchant will take up the Check Book.

The merchant is instructed to see that each book is properly issued; to not fail to write his firm name and full amount of purchase in the place provided; if he is last merchant selling customer, to total purchases made from all merchants; to see if this total is equal or more than minimum required, which he will ascertain in the third column opposite the customer's railroad station; to see that the total of all purchases is sufficient to reach the minimum, in which event he shall refund in cash the round trip fare found in column two; to have the customer sign his name and address in the space provided and to take up the book after refunding the fare.

It will be noticed that the last merchant selling customer requires the customer to sign his name and address. The purpose of this is to obtain a list of out-of-town customers who have taken advantage of the Refund of Fare Campaign. Such a list is the property of participating merchants and after the campaign closes, copies of the list are sent to each merchant for his use in sending out additional or special advertising matter which he cares to circulate with reference to his business.

Another instruction which is usually not printed in the Refund of Fare Check Book but which is understood among all participating merchants, is that each merchant has the right to issue upon his own authority the Refund of Fare Check Book to customers whom he knows live in some other place and justly entitled to the benefit of the refund of fare.

The campaign as outlined above has been tried out in a number of places and has always proven successful for the protection of all parties concerned.

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III

The Efficacy of Co-operative Advertising in New Territory

This article treats the subject from the viewpoint of the extension of retail trade into the surrounding country by the retail merchants of a city. The arguments used will also apply to the other branches of publicity which is given a city. The meaning intended to be conveyed by co-operative advertising is where the advertising fund is raised by many different interests and spent through one management for one purpose.

This form of advertising is good because it secures the largest appropriation for publicity at the least individual expense. The small sum of ten dollars from each one of a hundred retail merchants in a city will give a fund of one thousand dollars to be used to propagate a special object. Hardly is there a merchant who will refuse to pay this small subscription to be a party to a large total sum spent to advertise the city in which he is doing business and especially when that advertising is used to benefit his own particular business.

What could that one merchant do in the way of giving his business publicity with that lone ten dollars? He could not even do the hundredth part, the percentage of the whole which his subscription represents; he could not cover even one small district of outside territory. About the best he could do would be to distribute three or four thousand circus hand-bills in his home city. On the other hand, he is able along with the other ninety-nine merchants to cover the territory outside the city for a radius of fifty miles or so thoroughly.

A few figures will help to elucidate this point. Take the personal letter method of advertising a co-operative sale similar to the Shopping Carnival discussed recently in this series. The lone merchant's ten dollars would purchase postage for five hundred letters, but it would leave nothing with which to buy the stationery or write the letters. In the co-operative fund, if all of the money is spent in this form of advertising, he is able with the rest to send out 33,500 letters personally addressed and signed.

With his single ten dollars, this merchant can purchase and have posted one hundred sheets of poster paper. As a part of the co-operative fund, his money does its share to put out 10,000 sheets of paper, which would be a big billing for a tremendous circus.

If circulars were used and sent to their destination through the mails, his ten dollars would hardly distribute 700, while with the co-operation of his fellow-merchants the total would be 70,000 and more because in larger quantities the cost of printing is reduced materially. The cost of clerical work is also greatly reduced.

In case display space in country newspapers was used, the single merchant could buy about one hundred inches of space for one issue, but the co-operative fund would be able to purchase all of the space in several newspapers for one weekly issue. With flyers, the long streamers so often seen in railroad stations advertising reduced rates to certain points for some special event, this merchant could buy about 5,000 of them. The other way he could help purchase 1,000,000.

It can be said that what the merchant does alone advertises his own business and his only. This is probably the manner in which he should do his local

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advertising. The co-operative fund is not used for local publicity but for circulation outside of the city to new territory, territory which the merchant alone could not reach at all without the expenditure of large sums of money.

It is from such territory that the average merchant must look for the great increase in his business. The increase in population in his own city will give him a certain growth, but he would not be content with this, so he must make his best efforts to draw trade from this new territory.

An example of the efficacy of co-operative advertising in new territory is to be seen in the retail market of Lexington, Ky. Three years ago the plan was first tried. A fund of a thousand dollars was raised and spent in newspaper advertising, personal letters, circulars and road cards. The territory into which this matter went was some twenty counties outside of the home county. The participating merchants wore smiles for months because of the increased business. Since that time the plan has become established and now it is used during every special event occurring in the city, such as the Spring and Fall race meetings, the Fall Trots, the Blue Grass Fair and other periods. Today the Lexington market is known as the Retail Market of Central Kentucky and the out-of-town business is estimated to be sixty-five per cent of the total of retail sales. The new territory has been gradually increased until now trade is attracted to the city from some points more than a hundred miles distant.

Although co-operative advertising is generally used to push some special campaign or event, it makes the city's market better known and during the off-periods more or less trade is attracted to the city by that publicity. If it is a good proposition to keep the name and advantages of a city in general before the nation's public, why is it not just as important to keep the city's retail market before the public of that territory from which that city should attract trade?

Co-operative advertising, so far as the retail interests are concerned, is the most effective way in which to cover new territory, to give thorough publicity to some coming event, to bind the merchants closer together and to do the work at a minimum of expense.

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IV

Celebrations, Pageants, and Similar Shows are Good Trade Getters

The retail merchants of many cities have realized the fact that in order to increase the number of out-of-town customers, they must give them some additional attractions to draw them into the city besides the bargains upon their shelves. The result has been the promotion of expositions, celebrations of an historical character, pageants, aviation meets and the like. These are financed by the business interests of the city. Most cities are using every excuse available upon which to hang an advertising campaign.

Only recently Pine Bluff, Arkansas, installed ornamental street lighting in the business section of the city. When this system of lighting was finished, a "White Way Day" was held to celebrate the installation. An aviation meet was held during the afternoon and at night the lights were turned on for the first time with an appropriate ceremony. The affair was advertised throughout the surrounding country of trade territory, tributary to that city. The scheme resulted in bringing many thousand visitors in for the day.

Many places conduct exhibitions at stated times during the year which are indicative of their resources, habits, or customs. A spectacle of this character which has grown to national importance is "Frontier Days," held every August in Cheyenne, Wyoming. This celebration is most unique and attractive. The participants are cowboys and Indians and the programme consists of exhibitions of riding bucking bronchos, racing, roping, or lariat throwing, rope twirling and expert horsemanship. Council Bluffs makes use of carnivals to raise money to finance various enterprises of its Commercial Club.

The holding of a corn show not only gains the interest of the rural community, but also does much to increase the corn crop. One way in which the corn show can be made to yield direct returns to the merchants is to secure purses for prizes. During the period of holding the corn show, the merchants put on a sale which is advertised on the co-operative advertising plan. The advertising is done through the medium of circulars which are handed out in person by responsible distributors who tour the country. At the same time these men tie yellow tags advertising the sale on fences, trees, and other points of vantage throughout the country. The yellow tags are good for a certain discount in the purchase of articles. After the prizes have been awarded, the corn is put up at auction, sold to the highest bidder and the proceeds devoted to charity.

In Cincinnati every year, they hold a May Festival which consists of an elaborate musical programme. This always attracts tremendous crowds of visitors. In Salt Lake City, similar attractions are held periodically and large prizes are offered for competition by brass bands, orchestras, singers, orators and chorus clubs. These never fail to bring great throngs of people from all over the intermountain region. In nearly every community, there is the annual fair, which not only attracts the crowds, but also stimulates better methods in agriculture and stock raising.

Another attractive display or rather exposition on a small scale, can be easily worked up in nearly any city. This is the "made at home" show. There is hardly a city but what has some industries and these industries will quickly

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embrace the opportunity to advertise their wares by displaying splendid exhibits of their products in the various stores. This plan has the attraction of not only securing buyers but also advertising goods made at home. Such shows are particularly good at the opening of the season as they form a splendid introduction of the season's stock of goods. The pulling power of all these shows is uniqueness. Originality and attractiveness spell success in these endeavors as they do in every other line of work.

It is a comparatively easy matter to conduct such celebrations. Call a meeting of the business interests and suggest the plan. Some one will surely be able to suggest some historical event or some other excuse upon which to hang the show. An executive committee to have general charge of the affair should be appointed and this committee should appoint all the necessary sub-committees, the number of which will depend entirely upon the size of the exhibit. Some person should be made the general manager of the whole affair.

A programme of events should be made up and this will give the financial budget necessary to be covered in order to hold the show. The estimate of these finances should be made to cover as large an advertising fund as possible. The strongest sort of a publicity campaign should be made throughout the territory from which it is reasonable to expect to draw a crowd. In pushing the publicity campaign, it is well to bear in mind that the short vigorous campaign will bring greater results than the long, drawn-out campaign; for it is very hard to sustain publicity upon any one thing for a long period of time.

Care should be taken to have all arrangements made before the show opens. In case it is a paid attraction, ground-care-takers, gate-keepers and all other help must be secured and attention should be given in every way possible to the comfort, convenience and pleasure of the patrons.

The more ambitious these exhibits, the more co-operation can be secured from the transportation lines operating in and out of the city. If it can be shown to the carriers that they will do an appreciable amount of increased business, they will co-operate to the extent of granting reduced rates for the events.

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V

Souvenir Days Make People Buy

"Something for nothing" has never failed to attract attention. It is eternally valuable as a part of a selling campaign.

For extending a city's retail trade territory, the giving of souvenirs or premiums can be made very efficacious. The plan can be easily adapted to large or small stores. Where a number of stores use it simultaneously, it can be made much stronger. A good plan is to advertise through a co-operative publicity campaign through the surrounding territory that during a certain period of time, all stores co-operating in the campaign will give with every dollar purchased, a coupon good for five cents toward securing a souvenir or premium. A large number of these souvenirs or premiums valued from five cents each up to any amount which is desired are placed on display in some central part of the city. Each souvenir is duplicated in this display several times so as to show prospective customers that they have several chances to get any particular souvenir or premium. The souvenirs are all marked in such a way as to show the amount of the goods necessary to be purchased in order to secure each one.

Each coupon shows the value of that particular coupon, as for example, a customer making a dollar purchase will receive a five-cent coupon and a customer purchasing ten dollars worth of goods will receive a fifty-cent coupon. These coupons are made and redeemable at the place where the souvenirs are on exhibition.

This plan is often stimulated by advertising that on a certain day, usually the opening day, a large number of paper balloons will be sent up from the various stores. To each balloon is attached advertising matter and a coupon valued at one dollar which will be redeemable together with other coupons at its face value.

Another plan is called a "give away sale." All sorts of articles are placed on exhibition in a central place. These articles are properly labeled as the ones which will be given away during the sale. Each store contributes a number of articles.

When the customer purchases goods from any of the participating stores, they are given purchase coupons which are numbered. Every article in the display is also numbered. The person holding the lucky number gets the article so numbered in the central display.

A modification is to number the advertising circulars which are sent broadcast through the surrounding trade territory and the person bringing in a circular bearing the number of any article in the display of "give-away articles," secures the article so numbered without any additional cost to him. The advertising circulars contain the individual advertisements of each and every participating store.

Still another modification is where each merchant retains the articles which he has given in his own store, places his own numbers on them and has his own set of numbers in his individual advertisement in the circular.

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Another plan which has for its value uniqueness is to advertise thoroughly throughout the country the expression,, "Button, button, who's got the button?" A little later thousands of celluloid buttons are distributed bearing a number and also the dates of the sale period, when the merchants are conducting this particular campaign.

A day or two before the buttons are distributed, thousands of pieces of advertising matter are sent broadcast. This advertisement carries the catch phrase, "Button, button, who's got the button?" and explains the meaning of it; that the buttons will be distributed in a very short time; that each button will be numbered: that each merchant participating in the campaign has a number of articles distributed through his store which are also numbered, and that the person holding a button with the same number as on any of the articles may present that button and receive the article free of all cost to him.

Another plan is for the merchants to prescribe that during a certain period of time, every purchase of every customer on one certain day will be refunded. The value of this plan is that it has an element of mystery, in that no customer knows what day the amount of the sales will be refunded.

An auditing committee has general charge of the entire sales period. The advertising campaign is conducted in like manner to the others. The merchant reports each day to the auditing committee the amount of his sales. Each merchant takes the name and address of each customer. On this same slip is listed the total amount of purchases made by that customer in that store. Each merchant turns over to the auditing committee the customers' names after the campaign closes. The auditing committee selects that day of the period when the total sales amount to the least money and this is the day selected when all cash sales will be refunded.

The auditing committee notifies each participating merchant of the day so selected and then each merchant in a letter addressed to the customer encloses his check for the amount of the customer's sales in his store.

Instead of the merchant refunding to each customer, it is sometimes found advisable to have the auditing committee mail one check to each customer together with a letter felicitating him upon being among the fortunate ones. The feature of this modification is that a customer purchasing goods from a number of different stores, will get one check to cover the total amount of his purchases. The idea prevailing throughout all the souvenir or premium campaigns is "Something for Nothing," which has never lost its value, but rather has increased as a part of a successful selling plan.

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VI

Trains are Packed on Inbound Excursion Days

Wherever conducted inbound trade excursions have proven successful in increasing retail trade. The object of these and the refund of fare campaign is to put the out-of-town customer on the same basis as the city resident.

The retailer realizes that if he can overcome the hesitancy of the rural resident of making the trip to the city he will be able to secure that trade because of his finer and larger stock of goods.

The Merchants Association of Indianapolis conducts a strong campaign of this character. Of course Indianapolis is admirably well situated for the success of such an enterprise because of the large number of traction lines which radiate from that city. Nevertheless there are many other cities in the country which also have traction lines, but this mode of transportation is not necessary for the success of inbound excursions. They can be operated satisfactorily upon the steam roads.

The Merchants Association of Indianapolis advertises throughout the surrounding territory that certain days are to be known as "free excursion days." The association charters special cars on the traction lines and no matter what the regular fare may be, that fare is cut to ten cents. When the passenger boards the car at any place along the line, he pays his ten cents to the conductor, who in turn gives the passenger a check, or receipt, for the fare.

When the customer reaches the city, he presents the receipt to any of the stores of the Merchants Association, who will, whether or not any purchases are made by him, refund to the passenger his ten cents.

The object in charging anything at all is to get the customer into the store and it is very seldom that the visitor will demand the return of his ten cents without making some purchases.

In Erie, Pennsylvania, a somewhat similar plan is conducted. Here it is called "suburban day." One day out of every week is selected as "suburban day." The principle one is conducted at the opening of the "Fall Style Show." The plan is conducted by the commercial organization. The merchants meet every week at a luncheon for the purpose of planning the events of the programme for the next week. They always try to give the country customers something attractive and entertaining each week in order to draw them into the city. No refunding of fares is done like the Indianapolis plan. The publicity throughout the surrounding country is very thorough.

With the steam roads, it is a little more difficult to conduct inbound excursions on the reduced fare plan. It can be done, however, by getting the railroad lines to agree to carry passengers into the city from certain points without tickets. The conductors record the number of passengers so coming. The merchants also have a representative to check the conductor. All these tickets are paid for from the merchants' co-operative fund. It is well where such a campaign is new to try out one section of territory at a time. Each excursion will give many valuable suggestions for the next one.

These excursions are of little benefit without systematic publicity. This campaign cannot be too thorough. By this expression it is not necessarily meant

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that the publicity should be general. Every effort should be made to pick the visitors. This is done by special invitations sent out to a select list. Accompanying these invitations, transportation tickets are sent. This is found to be a very good method for regulating the size of the excursion. One objection to this plan is, that it is very easy to overlook some very good customers. Every effort should be made to compile as careful a list as possible. A large number of names can be secured from the various merchants themselves, but as the plan is to secure new customers, other names must be added to the list. A very satisfactory mailing list of the best people in the various communities and rural districts can be compiled from telephone directories. Other names can be added from the county assessment rolls. The assessment roll gives a very good indication of the worth of the people also.

Most cities have found it inadvisable to use advertising space in the country newspapers, for the reason that the best people are not likely to take advantage of the "free excursion" so advertised. The plan is most successful when operated as nearly exclusively as possible. The visitors are thus made to feel that their invitations are personal favors from the merchants.

In summing up the articles on the extension of retail trade, there is one thought which stands out the most prominent of all. It is vitally neccessary to have the co-operation of the merchants. The old fable of the bundle of sticks is most applicable in this case. The resources of the individual merchant are limited. But when he combines his effort with those of his neighbors, his resources are multiplied many times over. It is very expensive for him to cover his own county properly with his advertising. Yet when all the merchants cooperate, they are able to cover not only their own county but also all of the territory within a radius of fifty or more miles. It is true that when the merchant advertises alone, he gets the whole benefit of that advertisement, while in the co-operative plan he takes his chances on securing his customers from all the visitors attracted by the co-operative advertising.

The co-operative plan therefore is not recommended so much for local advertising as it is for the reaching out into new territory for new trade.

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CHAPTER 6

EXTENSION OF WHOLESALE TRADE

HOW TO CONDUCT TRADE EXCURSIONS

The term "Trade Excursion" is used to denote the trips which many commercial organizations are promoting for the benefit of the wholesale and jobbing interests and manufactories in the extension of the market for the sale of their products.

These trips bring the heads of houses into a closer, personal touch with their customers. Of course, the customer knows the traveling representative and is on a cordial, personal basis with him, but ordinarily he does not know the head or heads of the concern from which he buys. The trade excursion serves as the medium of introduction and thereafter the customer naturally takes a more personal interest in the concern. His business will be that much harder for a competitor to secure and the rule proves the assertion that the volume of his former orders will show a material increase.

These excursions afford an excellent opportunity for handling customer's complaints. They serve to give the heads of houses a closer insight into the character and conditions surrounding his customers.

They have great value as a means of developing new territory. The wholesale and jobbing interests of some cities have been more than doubled since the inauguration of these trips. A body of business men coming into a city by special train cannot help but force attention to themselves and their wares.

The trade excursion is also a valuable medium for giving publicity to a city. Stereopticon and moving picture outfits are frequently carried and lectures given explaining the advantages and resources of the city. Pictures of the various wholesale establishments, manufactories, their facilities for handling business with dispatch and carefulness and the kind of goods handled can hardly be beat for selling arguments.

Among those cities conducting the most ambitious of the trade excursions may be mentioned, Chicago, Omaha, Salt Lake City, and Portland, Oregon. The trips taken by these cities and others are of several days duration and cover thousands of miles of territory. They travel in their special train of Pullman sleepers and carry one or more dining cars. One or more baggage cars are also a part of the train equipment. In these are stored the advertising matter, the moving picture and stereopticon apparatus, samples of goods, souvenirs and all other matter which is to be distributed.

These excursions bring the heads of houses closer together. They become one great family during the trip, get well acquainted and learn thoroughly the value of co-operation. Many a big plan for city advancement has been hatched on trade excursions.

Where the excursions cover a large territory, they are promoted once a year. A number of cities, however, make the practice of cutting the itinerary up into sections.

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Instead of one big excursion, several are run of from one to three days in length. It is claimed for this method that the men do not get as weary as on the longer trips and consequently are able to more thoroughly work the territory visited.

The railroads will be found to co-operate liberally with the promoters. They will give low rates for the special train. The usual practice with them is to grant a low round trip rate, with the provison that a minimum of one hundred tickets will be sold. All tickets over the minimum are sold at the same price, the additional revenue going to the railroad.

Where dining cars and sleepers are used, either one of two methods are in use. Either the railroad furnishes the sleepers and dining cars in which table d'hote meals are served and the cost of these accommodations are included in the price of each ticket, or the railroads furnish the cars which are chartered by the promoters at a set figure per car per day and the promoters in turn resell the berths, stock the dining car and serve meals a la carte.

There are many instances where trade excursions for a single day are effectively used, and a number of them conducted during the year. This plan is very satisfactory for covering nearby territory. They are also much cheaper. The usual equipment for the train for a one-day trip is several day coaches and one or more baggage cars. A very good way with such an excursion is to stock a portion of one of the baggage cars with provisions and from it serve a lunch.

Some cities conduct one-day excursions on their interurban lines. Advance arrangements are made for the meals at points along the line.

In every case where the trade excursion is conducted a thoroughly planned publicity campaign is propagated before the excursion. The heads of houses furnish the promoters with a list of their customers in the territory to be visited. Additional names are added to the mailing list from all available sources. Letters are sent out to these people notifying them of the visit.

The heads of houses also write to their customers. The promoters very often make a special trip over the route a week or two ahead of the excursion for the purpose of making arrangements in the various towns for public meetings and such other details, besides thoroughly advertising the excursion through the newspapers of the towns to be visited. This always proves to be worth the additional expense in securing more publicity and attention to the excursionists.

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II

How to Organize and Conduct a Credit Association

The purpose of a credit association is to protect its members from fraudulent persons, to secure and keep reports on the credit of individuals, firms, and corporations, to handle collections for members, and, in short, to do any and all things necessary and incident to the establishment and maintenance of files of credit information for the benefit of the members of the association. Many of the cities conduct such associations as a department of the commercial organization with great success. Such a system is of comparatively recent origin, however, and a great many cities have their credit associations as separate and distinct organizations. They are many times incorporated bodies, organized and operated by one or more individuals for a profit. This article, however, will treat of the credit association as a mutual proposition and as a department of the commercial organization.

Although this article is included under the general subject of "Extension of Wholesale Trade," that does not necessarily mean that the wholesale interests of a community are the only interests which receive benefits from such an association. To the contrary, in most places where the credit associations exist, the retailer receives as much if not more benefit than the wholesaler.

To organize one, an agreement is secured from as many of the business institutions of a city as possible that they will enter into such an association and will abide by the rules and regulations of the organization. They agree to stand their pro rata share of the expense of financing the association and also to furnish to the manager any and all information in their possession concerning their customers when demanded by the manager. Of course, this information is strictly confidential. Even one member asking for credit information concerning some particular person does not know from whom that information comes. Only the manager and his office force know who gives it.

The best man for the position of manager is someone who has had experience in securing credit reports and who has a knowledge of the office mechanism of a credit association. However, there is nothing in the business which requires technical training as in the case of a traffic expert for handling railroad matters.

The beginning of the association's work is rather difficult. A vast deal of card indexing is required at the outset. All of the members of the association are requested to furnish a complete list of their credit customers. On this list are also included notations as to whether each customer is excellent, good, fair, slow, very slow paying, or a dead beat; also the amount of heaviest indebtedness to that merchant at any one time, and all other information concerning the credit-standing of that customer in the knowledge of the merchant.

All of this information is transferred to a card index system. The cards are separated in two classes—one of customers of retail stores and the other the patrons of the wholesale establishments.

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With the installation of this card index system arranged elphabetically, the association is ready to begin furnishing information. A merchant wishing information concerning some one, calls up the association. If the association has a card on that individual, the information is quickly given, but in the event the customer is a new resident, it will require a longer time to secure the information.

In that case the manager will ascertain the former residence of the individual. He will write to the credit association in that other community, receive the credit standing of the customer there and give the information to the merchant making the inquiry. At the same time the association will enter that report upon a card and file it for future reference.

When the association is organized, a membership in the National Association of Credit Men should be applied for. For information concerning people or business firms in nearly every part of the country this membership will secure it. A full list of members of the National Association is filed with each member and each membership entitles the holder to the privilege of exchanges of credit information.

Another use of the credit association is for the collection of bad bills. After the merchant has exhausted the resources at his command in this direction he can turn over to the association the claim for collection. The association has the right to go to any legal extremity in the collection of the bill. When the claim is collected the association remits to the merchant the amount less expenses and commission which goes into the general maintenance fund of the association.

The association also issues to every member a daily report of the filing of suits, mortgages, deeds and other court records which may have a bearing upon the credit standing of individuals or firms.

After the association has been in existence for a year or two, its files will furnish information concerning the credit of nearly every individual in the community and nearly every business concern throughout the wholesale trade territory tributary to the city. The association can with profit to itself issue a rate book in which is shown the credit rating of the people whose names are in the association files. Such a book is found invaluable to the business men of the community because on the individuals listed it gives information of similar character as Dunn or Bradstreet's reports on business enterprises.

The maintenance of a credit association will not be found to be costly in comparison to its value in the protection of the merchants and safeguarding them against the constant danger of contracting bad debts.

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III

How to Increase Market by Advertising in New Territory

Practically every wholesale house sells its wares through traveling salesmen. Most of them depend entirely upon their work for orders. Many more back up their representatives with various kinds of publicity campaigns, the most familiar of which is the follow-up system of letters.

In using this method, the wholesale house writes to the dealer in advance of the traveling man's visit notifying them that their Mr. ———— will call on them on or about a certain date and that the house bespeaks for him attention to his sample line of goods. If the house is introducing some new brand of goods to the trade, the letter calls particular notice to these goods in such a manner as to excite the curiosity and arouse the interest of the dealer to see them.

The salesman always finds a more cordial reception when this letter precedes him and it serves to show the customer that the house is really after the business and that his orders will be appreciated.

When the salesman sends in an order, the house at once writes a letter of appreciation to the customer. If an order does not come in from some other dealer upon whom the salesman called, the salesman in his report to the house tells why he did not get the order. Then the house writes to that dealer giving additional selling arguments, straightening out complaints or otherwise covering the information given by the salesman.

In a short time a second letter is forwarded to the dealer, then a third, and so on until the salesman is making that territory again. Again the salesman calls and he will find a more cordial reception than before. It is altogether possible that by reason of the letters from the house the dealer has already sent in an order.

Throughout the letter campaign every available excuse is used for writing to the dealer. Every message he receives serves to keep him in closer touch with the house. Many wholesalers use the letter method effectively for the distribution of small pieces of advertising matter.

The letter campaign was used by a certain manufacturer of tobacco in introducing a new product or brand. The salesman in calling upon the dealer proposed to him to sell the first dollar's worth of his order. The dealer was asked for a list of twenty of his customers whom he considered might like the new brand. The factory wrote to these twenty people inviting them to try the tobacco at the factory's expense and enclosing a card which was redeemable at the dealer's store for one full piece of five cent goods. The dealer turned in all cards taken up and the factory credited his account with the five cent value of each card returned. The manufacturer redeemed an average of 6,000 of these cards a week for the first six months and the plan was the means of securing a steady sale of the goods.

Another method in use quite generally is that of newspaper and bill board advertising for introducing goods into a new territory. The dis-

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tributing house usually makes the amount of such publicity dependent upon the size of the orders received in the community. Closely allied to this method are the special window displays which are put in by the wholesaler's representatives in the dealer's establishment.

A great deal of good can be accomplished toward increasing the general wholesale market of a city by the co-operative effort of the wholesalers and the city's commercial organization. This is a most effective way in which to develop new territory.

The wholesalers and the commercial organizations compile statistics showing the various goods carried by the different houses; the advantages of the city over the competing cities in freight rates, in quick delivery, in ease of access and other good selling points.

This information is then disseminated throughout the territory to be developed. There are many ways in which this work can be done. A trade excursion into that territory is very good, during which trip the members of the party distribute the advertising matter containing the information suggested above and also personally talking these same points to the dealers.

A systematic campaign of letter and printed publicity is also productive of good results. Such a campaign is conducted on the follow-up plan during the extent of which the advantages of the city's wholesale market are forcibly pointed out. The campaign, or rather the arguments, should get stronger and stronger as the follow-up progresses and should, in its entirety, be overwhelmingly convincing. By no means tell the whole story in the first letter. It is far better to make each letter cover thoroughly some one advantage.

Newspaper publicity is also effectively used in the new territory for creating a demand on the part of the consumer for these goods handled exclusively in the market of the city doing the advertising. Bill board advertising is also effective for the same purpose.

The expenses of developing new territory through publicity are borne by the co-operative subscriptions of all the wholesalers, commission brokers, manufacturers and jobbers in the market. The work is usually conducted through the city's commercial organization which usually has a committee in charge of the entire campaign from the raising of the finances down to the contracting for the publicity and the payment of the bills.

Such a campaign, however, will bring very little permanent good to the market unless it is consistently followed up by the individual houses. They must be ready to put their traveling salesmen into the field immediately in order to secure the benefits from the campaign. They must go after the business which has been created, and keep after it in order to offset the added efforts of their competitors to win back a market which they have lost.

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IV

How to Secure More Wholesale Houses for the Market

It goes without saying that the more wholesale houses carrying a larger assortment of goods that a market has the better is that market. The city that can boast of a hundred houses, distributing nearly as many different classes of products is in a much better position to do more business, cover more territory, and attract many more wholesale customers than the city which has only fifty houses selling half as many classes of goods.

An inventory of the wholesale houses will show the needs of the market in additional houses to handle other goods necessary to complete a well-rounded market. Many dealers prefer to visit the market and make purchases in the houses themselves rather than to buy from samples. These trips they usually make twice a year, in the spring and in the fall. During the balance of the year they rely on the traveling salesmen to book their orders for replenishing their stocks. These dealers contend that they can buy to better advantage by seeing the stocks of the distributing houses, not only in saving money, but also in securing a better selection of goods.

Therefore, the dealer of this class prefers to go to that market where he can make the most purchases of different classes of goods, especially if he lives in a small community and handles a stock of general merchandise. Consequently, he will go to the city with a hundred distributing houses in preference to the city with only fifty houses, if the expenses of the trip and other conditions are nearly equal.

A well rounded market, therefore, is more to be desired than great size as a primary requisite. The first efforts of the city towards increasing its wholesale market should be directed toward securing the location of houses handling wares not sold at the present time or procure the handling of the goods by some one of the houses already in the market.

The information desired upon which to base the efforts to secure the additional houses will include much of the data obtained in making the inventory suggested above. Additional information will cover figures showing present annual volume of business, the territory covered by the present market, the shipping facilities of the city, a comparison of freight rates to various points in the trade territory and to competing points, the trade territory which should be tributary to the city, together with its population, the number of dealers located in that territory, their general reputation and standing as customers, the class of trade which will buy, and other data of a similar character.

A good way in which to secure inquiries about such locations is to use the letter system. Secure a mailing list from Dunn's or Bradstreet's commercial reports. Write to large distributors of the goods wanted. Invite these concerns to investigate the city's opportunities for a branch house.

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Enclose in the first letter a postal with return address and on the other side a list of subjects or arguments in favor of the location based upon the information suggested above. This method makes it easy for the recipient to reply. He will check the particular subjects in which he is interested.

The prospect is followed up consistently. The information asked is first given and this is followed by additional letters and printed advertising matter at regular intervals until he is located or his case becomes hopeless. This is perhaps the least expensive of all plans for interesting the prospect. A plan which is like the above outline, except in the way in which the prospect is first secured, is the advertising of the city's needs in the trade journals and other periodicals. The same sort of follow-up is used after the prospect has answered the advertisement.

Another very good plan is to visit the trade centers of the products desired in the market. This is more expensive, but it has the advantage of having the city's representative right on the ground to interest the prospect by personal magnetism and to answer his questions at once while his interest is alive and unabated. If a boot and shoe house is wanted, a trip to the large factories may very probably interest a young member of some firm not only in the jobbing business, but in the location of a factory in which to make the market's shoes.

One successful location will repay a city the expense of securing and negotiating with scores of prospects. The writer has in mind one city which worked on sixty-five propositions before securing a single location.

Another method many times adopted to locate additional wholesale houses is where the wholesalers already doing business in the market club together with other citizens, organize a stock company, secure a manager and start the business themselves. The one thing to be attentive to in such a case is to surely have sufficient capital in the enterprise to carry it through the first year or two. No matter how located, the new house will find the other wholesalers anxious for their success, because it helps their own business and they usually issue instructions to their traveling salesmen to let the trade know of the existence of the new house, and to boost their goods, some of them even taking orders for them.

After the market has been rounded out, the same line of procedure will secure more houses in the market handling the same class of goods. This also strengthens the market because the dealer knows he will buy in that market under competition.

Of course, the larger a market grows, the greater its natural attractive power for other concerns, which will not have to be sought, but which will locate of their own free will.

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V

The Relation of the Wholesale Interests to the Railroads

The wholesale interests of any community and the railroads operating in and out of that community are each dependent one upon the other for business, more business, and better business; therefore, the relation between the two interests should be most cordial. Both should work together for their mutual advantage and benefit.

The quicker some communities come to realize that they cannot get along without the railroads, and the quicker some railroads awake to the knowledge that their showings of increased earnings is dependent upon the amount of business they secure from the towns and cities on their lines, the sooner will both learn a vital fundamental of success in the structure of their business policy.

The reader has probably noticed the frequent use of the term "co-operation" in this book. It is a peculiar thing, but it would be impossible to treat such subjects as problems in city building if the word "co-operation" were missing from the language. Just so it is impossible to accomplish material results in this line of endeavor without a practical application of the term. Co-operation must be secured from the citizens of a community which expects to progress.

So between the railroads and the wholesale interests there must exist a spirit of co-operation, if a truly successful increase in the market is to be. Not co-operation in name, but in deed. Not co-operation on the surface which is made the burden of thought of the annual banquet orator, while the real underlying conditions is a continual wrangle between the railroads and its shippers, but real, genuine hand-in-hand co-operation—the kind where both interests meet each other half way and always show a willingness to give and take.

Such a condition is not unreasonable. The wholesaler must have the railroad to transport his goods to and fro over the country. The railroad must have the wholesaler to fill its freight cars and keep them from filling up its miles of side-tracks. Both do business for a monetary profit. Therefore it is to the interest of both to work together.

Some cities which realize the importance of such a condition accomplish the result of securing that co-operation by having joint meetings at regular intervals between the shippers and the railroad representatives. At these meetings discussions are had of different transportation problems. The meetings also take on a social character, and are the means of securing the closer acquaintanceship of both interests. In the discussions, the opinions of all are frankly expressed, which leads to a better understanding on all sides.

Any shipper or railroad representative has the privilege of introducing any subject for discussion. If some shipper believes that the establishment of a package car service between that city and some other points would be the means of increasing trade. he brings the matter up and the railroads are asked for their views.

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The usual reply is, "Show us sufficient business and we will establish the service."

The railroads may desire the views of the shippers upon some new rule or regulation they wish to put into effect. These meetings serve a splendid means for securing those views. The city may want different hours of closing of freight depots. The shippers may experience a congestion in the handling of the freight by the railroads which can only be relieved by additional loading platforms, train sheds and yard tracks. All such questions are introduced in these joint meetings and plans for their solution are started toward success before adjournment is taken.

There are times when it may prove necessary to assert the rights of the shippers in no uncertain terms. Some change may be necessary which the railroads will not care to make. In such a case the shippers should decide that such an innovation is necessary and then endeavor to obtain the same through amicable treaties. If such a course of procedure fails, then any and all other fair methods should be adopted.

It may take considerable time to secure the change by amicable negotiation, but it should be used as long as there remains a single ray of hope for success. Some cities have sought to secure changes or improvements from the railroads by the boycott method. This might be good if it worked. It is a very hard matter to get any appreciable number of shippers to stand together for any sustained period of time in a railroad boycott when they are at all inconvenienced thereby. By far the better way is to point out to the railroads the needed improvements, show them how they will be benefited thereby in increased traffic and by persuasion and force of argument compel them to make the improvements.

The railroads will make improvements to take care of increased business. The importance of some change, however, may be overlooked. This is where the shipping interests show their co-operation to advantage.

Throughout all such dealings there is constant danger, in the face of so much adverse talk throughout the nation against the railroads, that the shippers and the railroads will misunderstand each other when the demands are made by one or the other. To avoid such a condition, the shippers should consider well the validity of their demands before making them and take pains in presenting the same that the railroad representatives thoroughly understand the reasons for the demands.

Such a course of procedure toward the railroad on the part of a community as outlined above will soon show the railroads the spirit of fairness of the shippers and then no demand will be submitted but what the railroads will not only give it careful consideration, but will also endeavor to remedy their fault.

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VI

How to Secure Increased Trade by Buyers' Excursions

Buyers' excursions bear practically the same relation to the wholesalers as the plan of refunding fares to out-of-town customers does to the retailers. The same advantages are argued for both and both have like disadvantages.

The purpose of the buyers' excursions is to get out-of-town merchants to visit the market in person. The wholesaler realizes that if he can get the retail customer into his house where he is surrounded by a tremendous stock of goods, he has a much better chance to sell him a large bill than if the merchant bought from the necessarily small sample line carried by the house's traveling representative. Besides, when the merchant visits the house, he meets the heads of the concern and naturally he is a little more inclined to deal more extensively with them because of that personal equation, while, at the same time, the heads of the houses are better able to judge the character of this customer after meeting him.

Most of the large distributing centers, such as New York, Chicago, and St. Louis, conduct these buyers' excursions upon a large scale, refunding fares of buyers who come, sometimes, from the extremes of the continent. Following this lead, the smaller places are now doing the same thing throughout their trade territory. In fact, some of the very small cities which boast of even one or two wholesale houses have adopted the plan in order to attract trade.

In New York, the various wholesale houses advertise their buyers' excursions very extensively throughout the country a short time prior to the opening of the various buying seasons. The main dependence in this publicity campaign is the personal letter to former customers and to other dealers whose accounts are desired. The buyer goes to the city, inspects goods and makes his purchases. His bill is totaled and he receives a statement from the seller showing the amount of goods purchased.

He proceeds to other houses, buying all the goods he needs or desires, receiving from each his statement of amounts purchased. He also has a list of all concerns who are participants in this refunding of fares. If he purchases from wholesalers not in this list, he receives no refund on such purchases.

After the buyer has completed his purchases, he goes to the office of the secretary of the merchants' association, presents the statements of his purchases, and, if the total of all is sufficient to meet the scale, his transportation is refunded. If his purchases do not meet the scale, he receives a proportionate rebate.

The scale spoken of shows the amount of goods which it is necessary to purchase in order to receive a refund of his transportation. This refund is generally about two per cent of the purchases up to the amount paid by the buyer for transportation.

In a big city like New York a serious objection to the plan was discovered in that many buyers would rather lose this discount or refund

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rather than go from one section of the city to another in order to present his statements of purchases to the secretary of the association. This feature of the plan has caused a considerable amount of dissatisfaction on the part of the buyers. Many of the wholesalers, therefore, have in recent years made a practice of refunding direct to the buyer the amount of refund due because of his purchases in that house. This modification is fast taking the place of the old form.

The publicity campaign, of course, is financed by the co-operative subscriptions of all dealers entering the campaign. The amount of these subscriptions are conditioned upon the size of each concern; that is, the amount of business done by each. The money paid out by the secretary in refunds is collected from all the houses whose buyers' statements are turned in by the buyers. Of course, these amounts are prorated among the wholesalers, so that the house which sells twice the amount of goods as some other house, pays twice as much on the refunding of fares as that other house.

This same plan, with some few modifications, is the one in general use by the other cities. One modification, which may be termed an arbitrary one, has been successfully tried. It is to limit the coming of the buyer to the city to one certain day from one section of territory. It is advertised that if a buyer shows his ticket purchased at his home station on a specified date as indicated by the date stamped on the ticket, he is entitled to the benefit of the discount which will be in the form of a refund of his fare. This plan has proven of worth in developing new territory.

In connection with this refund of fare campaign a number of cities conduct buyers' conventions and expositions.

New Orleans has made a great success of such occasions and the buyers throughout that city's trade territory look forward with keen anticipation to them. The expositions are in the nature of style shows, the latest things in all the various classes of goods. The convention sessions are made famous for the exchanging of ideas for mutual benefit and usually one or more lecturers who are authorities in their respective fields are secured to discuss vital questions in the business world. With such an educational opportunity presented, together with the cutting of the expenses of the trip to the minimum, there is little wonder that the buyers are greatly attracted by these events.

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CHAPTER 7

STREET BUILDING AND CLEANING

AN EDUCATIONAL CAMPAIGN FOR BETTER STREETS

Never before has there been such attention paid to better street-paving as there is today. But many cities find difficulty in securing such improvements, not only because of an apathy on the part of the majority of citizens but also because of the opposition created by some property holders who are fighting not against the new streets but against the additional expense.

There can be absolutely no question as to the tremendous value of well-paved streets in any city. There is no argument whatsoever against the fact that improved streets greatly enhance the value of abutting property. But the question is how to get them. The only way in which it can be done is by means of an educational campaign.

The logical manner of conducting such a campaign is through the city's commercial organization. It is wholly within its province and one of its strongest standing committees should be the Street Building Committee. If the commercial organization takes up the fight for the betterment of the city's streets, the battle is well on its way to victory, because the membership of the organization comprises the leading business and professional men of the community. Some cases have been found, however, where the commercial organization, for some reason or other, did not desire to prosecute such a propaganda.

In some of these instances, the newspapers of the community have conducted successful campaigns, while in others the city administration, headed by the Mayor and the Board of Public Works, or the Street Department, has so moulded public sentiment as to succeed in securing the passage of a street-improvement bond issue. The best way, however, is to conduct the campaign through the commercial organization. This institution can secure the support of all forces working for progress in the community, the city administration, the newspapers and the lay-citizen.

A considerable amount of preparation should be done before a single gun is fired. Write to other cities, to their commercial organizations, for a statement of the kind of streets they have, the number of miles of paved streets, the methods used to secure them, not only the preliminary campaign but also the method of financing such operations.

Secure all possible data on the subject, including the names and addresses of prominent men who can be had for speeches and special publications treating the subject of street-paving. In 1910 the Department of Commerce and Labor issued a bulletin on "Commercial Planning of Certain Cities of Europe." Valuable information on street-improvement will be found in this and in other bulletins issued by this Department. Photographs of street-improvement in other cities, showing conditions before and after will be found very effective object lessons.

After the data is compiled, secure estimates of cost from street-contractors for building streets of different materials such as granite, asphalt and wood blocks, sheet asphalt, brick, bitulithic composition and other materials.

A good way to start the campaign is to secure from a number of the most prominent citizens of the community interviews in favor of street improvement.

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If possible secure many of the large property holders. At the beginning of the campaign it will be much more difficult to secure these interviews than after the campaign has reached fever heat. Secure the support of the newspapers and have the interviews printed in them. Do not use all of them in one issue of the papers. Accompany those you do use with an article showing the need for such improvements in your city. From the time you use your first story, you should have something on the subject every day. Slowly, interest will be engendered and citizens will line up either for or against the movement. Cards will probably be written by some of those of the opposition. Pay no attention to these unless they have real merit. Keep right on with publicity. As soon as sufficient interest is created to guarantee an audience, call a mass meeting of citizens to be addressed by your own townsmen.

Then begin with your data secured from other cities. Use it in the newspapers freely. If possible, have the photographs which you have gathered made into stereopticon slides, prepare a lecture on the subject and have another mass meeting at which the pictures will be shown and explained. This will be found to be one of the most effective features of the whole campaign. These slides can then be used in the picture shows of the city.

A statistical article, or series of them, showing how street improvements enhance the value of abutting property will be found effective. All through the campaign, work as closely with the city administration as possible. Before the campaign is begun, every effort should be made to secure the unquestioned support of the city officials.

When the campaign is well under way, a strong committee of the business men of the community should be appointed to devise ways and means of financing the building of the streets and to make a report on the question of materials to be used. The report of this committee should be presented at another mass meeting and action taken upon it. Preparations should be made at this meeting to carry the plan of financing to the legislature for authority to proceed.

Then you must prepare for another campaign of moulding public sentiment, if the question has to be voted upon by the people, as in the case of a bond issue.

It will be found advisable to intersperse a number of mass meetings throughout the campaign to be addressed by speakers secured from other cities where successful improvements have been made. These speakers will do much to awaken civic pride among your people and give them encouragement.

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II

Materials for Building Improved Streets

The material with which a street is to be improved depends very largely upon the section of the city in which it is located and the character of traffic using it. In the residential section where the traffic is light streets do not require as substantial paving as they do in the wholesale district. In the residential section more attention is paid to the lessening of noise, the smoothness of the street-surface and the beauty of the street.

Some of the most common forms of street construction are granite-, asphalt- and wood-blocks, sheet-asphalt, bitulithic, asphalt-binder, brick and macadam. The granite-blocks and brick are the most usual materials for building streets subject to heavy use, while the other materials are most often used for the retail and residential sections.

Of all, granite-block streets, properly constructed, will have longest life. But they are by far the noisest. Brick, perhaps, comes next both in producing noise and for life. Wood-blocks give a quiet street and have reasonable long life, but without particular care being taken in construction, they are the most treacherous to horses. These blocks wear down so smooth that, when they are sprinkled or after a shower, it is almost impossible for a horse to stand up on them. They must be constructed with practically no crown at all, or as flat as possible to give drainage.

Sheet asphalt is the most popular material for the construction of streets in the retail and residential sections. Bitulithic is also used very extensively. Both wear well with light traffic and produce nearly the minimum of noise. Asphalt-binder and macadam are both good for temporary streets, that is, where a reconstruction is expected to follow within a few years. The expense of building these two kinds of streets is the least of all.

An accepted method of constructing a granite-block street is as follows: Excavate the bed of the street to a depth of fifteen or sixteen inches. Level the street bed and roll it with a heavy steam-roller. Mix a mediumly stiff concrete and fill in to a depth of six to eight inches. After this has formed a perfect union throughout the street-bed, fill in with fine sand to a depth of one to two inches. This forms a cushion for the granite blocks to rest upon.

Now the blocks are laid in separately in just the position each belongs. When the blocks are so placed a portion of the sand from beneath slips in between the blocks and keeps them slightly apart. At intervals of about fifty feet a little wider interstice is made to serve as an expansion joint. This operation is followed up by filling the interstices with either melted tar or cement grout. The purpose of both is to serve as a binder to hold the blocks together into one mass. Tar is the easier to use correctly as great care must be exercised to have the grout of uniform consistency. No matter which binder is used, the expansion joints are filled with tar in order to take up the swelling of the street during a warm spell of weather. Expansion joints are also most always laid along the gutter.

The method of construction for brick streets is practically the same. In both granite and brick streets, the length of the blocks runs across the street

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and not with the street, while, in streets where car tracks are located, between the rails and for, usually, eighteen inches on either side, the blocks are laid with the rails.

With sheet-asphalt a concrete base is laid in like manner as for brick streets. On this is spread several inches of stone crushed to half the size of an egg. This stone is cooked in tar long enough for the tar to thoroughly permeate every pore and crack of the stone. This layer is rolled with the steam roller. Then a layer of coarse asphalt is put on and thoroughly rolled. On top of this comes the last layer, asphalt of finer grain. This is rolled, over and over again, until the surface is as smooth as a cement sidewalk. Around all of the manholes, along the gutters and the bricks near the car tracks, hand ironers precede the roller smoothing out all joinings. The last operation is to sand the surface and close the street to traffic for a day or two.

Bitulithic is a patented process very much like asphalt-binder but more wearing and is generally better. Asphalt-binder is constructed by putting down a layer of coarsely crushed rock, followed by other layers more finely crushed. The top layer is about the size of pea-gravel. Over this is poured hot tar which soaks through the entire mass and binds all together. This is thoroughly rolled also. The crushed rock is often cooked in tar before being placed on the street.

Macadam is built like the asphalt-binder street with the exception that no tar is used. The different layers are put down and rolled before the next layer is spread. This is the poorest wearing of all of the improved streets but is found very satisfactory in sections of cities where there is very little traffic or where temporary improvements are desired.

To recapitulate, granite-blocks and brick streets are most common in sections of cities where heavy hauling is the rule. Brick and sheet-asphalt are the most popular materials for streets in the retail sections. Sheet-asphalt and bitulithic are used more than other materials for streets in the residential districts.

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III

How to Build Streets Under the Ten Year Plan

The Ten-Year Plan of financing street construction is so called to distinguish it from bond issues. So often difficulties are experienced in securing bond issues and for a long time some other method has been sought. The term bond issue has a very serious meaning to the average tax-payer. No matter how low the taxes of a city may be, any effort to secure improvements by increasing the taxes always meets with strong opposition and the majority of cases submitted to the vote of the people fail of carrying by the proper majority. Often a city finds itself handicapped and unable to issue more bonds because its bonded indebtedness has already reached the limit.

The Ten-Year Plan, in a very large measure, relieves such a condition. The construction of streets under this plan, however, places the burden of cost upon the abutting property-owners, while the bond issue is borne by all the tax-payers of the city. There is a wide difference of opinion on this question of who should bear the cost of such improvements. Those who support the contention that the abutting property-owner should pay the bill argue that the property is greatly enhanced in value and that those property-owners enjoy the direct benefit of the construction. The opposition contends that the whole city derives the benefit; that the man who lives on an unimproved street should be called upon to pay his proportion of the cost of street-building for the privilege of using the improved street; and that the property of the entire city is enhanced in value because of the street improvement.

A simple statement of the component parts of the Ten-Year Plan is that it provides for the payment of the cost of the construction by the abutting property-owners and further that this cost shall be paid in equal annual installments during a period of ten years, with or without interest. If no interest is allowed, it is altogether probable that the contractor will include this interest charge in the cost of the street. It is this fact that causes the serious objection to the plan. It increases the cost of construction in some cases as high as twenty per cent.

The plan in this form gives the contractor little protection. It makes him responsible for the collection of his money. If property-owners refuse to pay, he must bring suit. A modification will overcome this situation. The city should guarantee the payment of these debts and also pay the interest on the deferred payments. It is easy to see that otherwise the contractor is compelled to make his bid sufficiently high to cover probable loss in the collection of his claims and to cover the interest charges on the deferred payments.

The usual method of proceedure is, first, to obtain the enactment of a law by the legislature empowering the city to construct streets after this manner. The law provides that the General Council may order the construction of any street, that the cost of such construction shall be borne by the abutting property-owners and that such cost shall be paid in annual installments during a period of ten years. In drawing the bill the modification above referred to should be included. This will go a long way in answering the arguments of the opposition. The law so drawn places the greater burden upon the abutting property-owner who enjoys the greater benefit of the improvement and yet requires the

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entire citizenry to pay a portion of the cost for the privilege of having and using the improved streets.

In Lexington, Kentucky, where many miles of streets have been paved during the last year or two under this plan, another admirable modification, not included in the law, is in force. After the General Council has ordered the construction of a certain street, the Mayor requests the property-owners on that street to select a committee of three of their number who shall act as spokesmen of all during the construction of the street. The Mayor appoints that committee and it acts in conjunction with the General Council, in an advisory capacity only, however. The committee obtains from the property owners their desires of material for the street, and other important matters. The committee reports to the Joint Improvement Committee of the General Council. The Joint Improvement Committee advertises for bids for the construction of the streets.

The citizens' committee meets with the Joint Improvement Committee to open bids. The citizens' committee interviews the property owners on their individual preference of bids and contractors. The result is reported to the Joint Improvement Committee which either excepts or rejects this advice in its recommendation to the General Council.

The Joint Improvement Committee recommends to the General Council the acceptance of one of the bids and the General Council usually accepts this recommendation. The contract is drawn up. In this, it is provided that the work shall begin within a certain time, and that the street shall be constructed according to certain specifications.

The citizens' committee is actively engaged in superintending the construction and reports any matters it wishes to the proper city officials. The citizens' committee passes upon the acceptance of the street. It makes recommendations to the Joint Improvement Committee, which also inspects the street and recommends acceptance or non-acceptance to the General Council whose action is final.

When the street is accepted, the first payments are made and each and every year after that until the ten-year period has expired. This method of street-construction proves very popular as it allows more general improvement than the bond issue and it does not increase the tax rate of the city.

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IV

How to Build Streets Under Bond Issues

The bond issue as the means of financing street improvement operations is the oldest method and is considered by many cities to be the best. It is contended that this method is the most stable of any; that it lessens the cost of improvement in the fact that the contractors are able to secure their money as the work progresses and that it is the easiest way in which to raise the money.

While these are decided advantages, this method also has some disadvantages. It takes a much more thorough campaign of education to secure the passage of a bond issue for street improvements than it does for the building of streets under the Ten-Year Plan, for instance. No city can bond itself for more than a certain amount and even if they could, there would be no market for the bonds after a certain limit of bonded debt was reached. The revenue from the sale of the bonds must of necessity be used in certain sections of the city only while the remainder of the city goes without improvement. This also presents another great difficulty in securing the passage of the issue by the vote of the citizens. However, the bond issue is more frequently resorted to than any other method.

The first step is to secure the enabling act from the Legislature. A bill must be prepared authorizing your city to submit the question of bonding itself for a certain amount to the voters of your city. A steering committee composed of some of the best of your citizens will accomplish good results in securing action by the Legislature.

Preparatons must be made to guarantee the passage of the bond issue when it is voted upon by the voters. An educational campaign must be arranged to begin a few weeks before the election. The campaign should be patterned after the plan given in article one under this chapter.

A few days before election it will be found advisable to have a mass meeting at which strong committees of citizens are appointed whose duty it shall be to stay at the polls until they close for the purpose of impressing upon the voters the necessity of the bond issue. An efficient organization of this character will do wonders in securing a favorable vote.

The city administration has the bonds printed and prepared for sale. Advertisement for the sale of the bonds is made and a date set for the reception of sealed bids. Your local banks can place you in touch with some of the best bond-buyers in the country and by writing to these firms you can often secure additional bids.

The bonds are sold to the highest and best bidder. As soon thereafter as the money is forthcoming from this sale, you are ready to begin the construction of the streets. The city administration decides upon the list of streets to be improved, the kind of material to be used and advertises for bids for the contracts. These bids are let and the actual construction work is then ready to begin.

It will greatly assist in the passage of the bond issue, if it is understood that a committee of citizens will be appointed to act with the city authorities

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in an advisory capacity throughout the construction period as well as through the preliminary period. This citizens' committee plan was more fully treated in the next preceding article in this chapter.

For the purpose of eliminatng as far as possble the objection to the bond issue that the money is generally expended in certain sections of the city instead of being used throughout, the following suggestion is made: Divide the city into four portions. This division should be made as nearly equal as possible from a geographical standpoint and from the standpoint of assessed valuation of the property. Each portion will meet every other at the intersection of the two chief streets of the city. Therefore, each portion will have nearly an equal share of mileage of streets in the business section.

Each one of the four portions should be again divided, taking from each an equal portion of the business streets. Then put these four subdivisions into a fifth portion. You have now divided the city into five parts, but the fifth part is also contained in the other four. This fifth part is the business section and because of its importance will receive a double portion in the division of the revenue from the bonds.

The next step is the division of the money. The total sum derived from the bond sale is divided into five equal parts and each part is apportioned to each one of the five districts. In this way all portions of the city receive a fair distribution of the funds and each will have a certain amount of street construction. The fifth portion, the business section, will have its one-fifth of the whole and a portion of each of the other four divisions.

Another plan of distribution is to estimate the total mileage of streets in the city, deduct the mileage of improved streets which gives you the total of unimproved mileage. Then divide the amount of money by this mileage of unimproved streets and you arrive at the amount of money available for building streets per mile. If your funds are sufficient, you can construct them all. If not, you will be compelled to take the most important streets that are unimproved and construct them.

The question of street-improvement is a very serious one for all municipalities and the city with streets well-paved and kept in a cleanly condition has an asset which can hardly be overestimated.

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V

Plans for Cleaning Streets

"What profiteth it a man, if he gains the whole world, but loses his own soul," and how does it profit a city to spend great sums of money building many miles of splendid streets but allows them to become catch-alls for dirt and refuse? How often is this the case in the American city and, wherever it is seen, it is a blot upon the civic pride of that particular community.

To keep the streets clean is strictly the business of the municipality and many methods are in use to accomplish this result. Most cities have their street-cleaning departments, and own their own machinery, such as sweepers, sprinklers, brooms, carts, horses and flushers. They employ their own laborers and do the work under the supervision of a street superintendent.

Other cities let out this part of the municipal work by advertised contract. The contractor does the work for an upset price for the year. This plan has one advantage. Under it, the city has no capital tied up in machinery and tools which rapidly depreciate in value. But where the city does its own street-cleaning, it usually is able to save considerable money. This is easy to be seen, because any contractor before taking the contract is going to see a profit on the work and is also going to put his price at such a figure as to take care of the depreciation of his plant.

Where the city does the work or where it is let out by contract, the street-cleaning is usually done by the following method: There are two shifts of men, the day-shift and the night-shift. The day-shift are the white-wings who patrol the streets during the day with brooms, sweeping up the droppings and other refuse. A recent invention has been found to be very useful. It is a small handcart, constructed of small iron bars with iron wheels. The cart itself is simply a frame in which is set a large garbage can. The handles of the cart pass beyond the axle to the front where they are attached to a pan, which is altogether like a house-wife's dust pan, only it is about two feet wide and six or eight inches deep. When the cart is being moved, the handles elevate this pan, and when the cart is at rest, the pan lies flat upon the street.

The man sweeps the trash into it, pushes the handles down and dumps the sweepings into the garbage can. When the can is full, the sweeper removes it to the sidewalk and puts in another empty one. The garbage collector dumps the refuse into his wagon to be hauled away to the city-dump or crematory and leaves the empty can sitting on the edge of the sidewalk. The disposal of garbage is a serious problem but many cities have solved it by the building of crematories in which all refuse that can be burned is burned.

Without the use of such a can as described above the sweepers must collect the trash into small piles in or near the gutter, where it is collected by the men with the wagons. The empty garbage cans placed at intervals along the sidewalk also make good receptacles for refuse, such as paper or other trash which pedestrians would otherwise drop on the sidewalk or throw into the street.

The same wagons which collect this refuse usually collect the dry garbage from residences and business houses. An effective rule in force in many cities provides, that these wagons will collect dry garbage, as often as necessary, if

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the same is placed in a convenient place for them in a regulation garbage can. With business houses, this garbage usually consists of paper and other sweepings from the store, which is placed on the sidewalk in front early in the morning and is collected shortly after. With residences the cans are placed in rear alleys. By dry garbage is meant anything that will burn readily and excludes such garbage as slops and tin cans. This garbage is collected by tank wagons.

The night-shift of the street cleaning department does not begin its work until nine or ten o'clock. This shift does the thorough cleaning of the streets. First the street is sprinkled heavily. The sprinkler is followed by the rotary sweeper, which sweeps all of the refuse to the gutter. Men with brooms sweep this refuse into piles which are shoveled into the garbage wagons and carted away.

Another method eliminates the sprinkler and the rotary sweeper. This is the flusher. It is a large tank-wagon with gasoline power which forces the water onto the street with sufficient power to wash the refuse into the gutter, where men with brooms sweep the filth along the gutter into the storm-water sewer.

During a prolonged spell of wet weather, streets generally get into a slimy condition. Many cities call out their fire departments and, with a fire stream, flush the streets thoroughly.

In the North, a snow storm causes cities much extra work and expense. Before the snow melts as much of it as possible is carted away. Many times the fire department can be used to advantage in washing off the slush. A good fire stream will tear up the ice, wash it into the gutter where the next thaw melts it and allows the water to run into the sewer or the ice can be carted away like snow. The rotary sweeper is also often used, when the snow first falls, to sweep it into the gutter to be carted away.

Most cities have difficulty in preventing refuse paper in the streets. In London, a plan has recently been tried which has produced splendid results. The boy scouts of that city were asked to go through the streets picking up such trash. The boys entered the work with a surprising zest, made play out of the toil and cleaned up the city like it had never been cleaned before.

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VI

Ordinances Which Assist in Securing Cleaner Streets

No matter how efficient may be a city's street-cleaning department, no matter how much money is spent in the effort to keep the streets clean, no matter how energetically the work is prosecuted or the character and amount of machinery used, this work cannot be as efficient as when the department is assisted with the passage and enforcement of ordinances which will make it an offense to litter up the streets, sidewalks and public places. Too much stress cannot be laid upon the expression, "the enforcement of the ordinances." It will avail nothing if all the ordinances in the world are passed, if they are not rigorously enforced. There are ordinances on the statute books of nearly every city which, if enforced, would nearly, if not wholly, solve the problem of clean streets.

The first thing to do, is to look up these ordinances. You will perhaps find some which you never dreamed were law in your city. A strong effort should be made to secure the rigid enforcement of them. The police and other authorities are not very much to blame for the non-enforcement of them, if the general public does not particularly care either one way or the other about the matter.

One of the best ordinances which has ever been entered upon the statute books of a city and one which today is to be found upon almost every one of them is the anti-spitting ordinance. Hardly any one measure has been productive of the same amount of good results in the cleanliness of sidewalks and public buildings, trains and street cars, to say nothing of its sanitary value, as this one, and yet in exceedingly few cities is this ordinance rigorously enforced today. How often in your own city do you see men thoughtlessly expectorate tobacco juice or a disgusting collection of mucus upon the sidewalk, when perhaps not ten feet away there may be posted a warning that such an action is an offense punishable by a five-dollar fine and within a stone's throw there may be a patrolman standing on duty? There is too often a hesitancy on the part of patrolmen to make such an arrest but they will do it if the public sentiment of the community demands it.

Another ordinance which has produced good results in many cities is one which makes it compulsory upon house-holders and proprietors of business houses to deposit the refuse from their establishments in uniform garbage cans and set the same in convenient places where the garbage will be collected by the street-cleaning department. A penalty is provided in such an ordinance for throwing refuse upon the sidewalks or into the street by the householders or proprietors. The purpose of having garbage cans is that they are easy to handle by the collectors and, without this provision, all sorts of unsightly boxes, barrels and other receptacles would be placed on the sidewalks or in the alleys. The ordinance also provides that these garbage cans shall be covered.

An ordinance providing for a fine against refuse droppers will do much to stop this carelessness. This ordinance comes under the same class as the anti-spitting ordinance. Such a measure should make it a misdemeanor for anyone to throw or drop any paper, fruit parings or other waste material on the sidewalk or into the street. The city should provide garbage receptacles at street corners and in the middle of the city blocks for such refuse. They should be

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properly labelled and painted. The labelling should state what the receptacle is for and also state that a fine is provided for those who do not observe the ordinance.

The practice of throwing hand bills about the street is fast being stopped and also the tacking of cards on telephone, telegraph, light, and power poles and fences. An ordinance providing a penalty for such offenses will greatly relieve such nuisances. The bare poles along a city's sidewalks are unsightly enough without having them stuck up with all kinds, sizes and colors of advertising cards and streamers. One of the most productive sources of paper waste is the long paper streamers tied together into a bunch and tacked up on poles or on the doorways to stores, theatres or railroad ticket offices. Pedestrians tear them off, glance over them and then throw them down on the sidewalk where the wind blows them hither and thither. The practice is common in many cities among a certain class of merchants and various business concerns to scatter thousands of dodgers or hand bills about the streets and in the yards of residences, advertising some special sale or event. This is a most prolific source of trash and is a very unsightly thing in any city which permits it.

Another ordinance is for the protection of newly constructed streets which will not permit the tearing up of an improved street for a certain number of years after its construction. The purpose of this is to prevent the public service corporations, such as the water company, the gas company and the like, entering a newly built street and laying mains or conduits. The reason for the ordinance is that it is almost impossible to repair a street and make that portion of it equal with the rest. Many cities require these corporations to perform such work prior to the building of the street, insisting that all mains be laid and connectons made to the curb line and that all conduits be built before the street is constructed.

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CHAPTER 8.

TRANSPORTATION

How to Secure Concessions from the Railroads.

"Work with the common carriers co-operatively, not antagonistically," is the key to the puzzle. The railroad, steamship or interurban corporation is an inanimate machine without sentiment, emotion or feeling but the men who direct its movements and business are human beings having each his portion of the three qualities. "A soft answer turneth away wrath" and a spirit of co-operation will secure concessions from the railroads.

Elsewhere in this book is a chapter devoted to the general subject concerning the location of industries. Questions of how to interest the prospect, how to judge good industries from bad and various methods of locating industries in successful use among cities were discussed in that chapter. But after the industry is located, one of the vital points in the conditions which must exist in order for that industry to be successful is transportation. Your city cannot afford to stand still in transportation matters while its competitors are constantly securing increased facilities. Competition between cities as markets for the distribution of products is day by day growing keener and keener and transportation facilities is one of the strongest talking points for or against a city.

The purpose of the articles in this chapter is to show successful methods which have been adopted in various cities for securing better facilities. This first article is "how to secure concessions from the railroads." The entering wedge is found in the opening statement. By concessions is meant reduced rates for special movements or excursions, special switches or sidetracks for new industries and other purposes, the elimination of grade crossings, modern stations, both passenger and freight, and other matters involving the betterment of freight and passenger handling in and out of the city.

Many times excursions are wanted in or out of your city, such as trade trips by your merchants, excursions for the benefit of expositions, fairs, conventions or special tourist rates. There are two methods of securing these rates, one is to take the matter up with the chairman of the passenger association for the district in which your city is located and the other is to apply to your local agent of the line or lines over which the excursion is desired.

In both cases some statistical information should be compiled and submitted with your request. This expedites time and will do much to secure the rate asked quickly. One thing should be remembered, that is, file your request, if possible, at least thirty days before the proposed date of your excursion. The carriers require time for the submission of your request to competing lines, for the printing of the necessary tariffs authorizing such rates, filing such tariffs with the Interstate Commerce Commission and notifying their agents of the putting in of the reduced rate.

The statistical information referred to above should cover the following points: the territory in which the reduced rate is to apply, the rate desired, the date or dates and the duration of time, an estimate as accurate as possible of the probable amount of business to be done and from what points, the reason or occasion for which the rate is asked and other data which may occur to you

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as important, such as the amount of advertising which will be done by you to make business.

Every railroad in your city is a member of some one of the passenger associations, such as the Central, Western or Southeastern Association. Each association has a chairman to whom application for special rates is made. You can take the matter up direct with him (which is the most expeditious method) or submit it to your local agent, who refers it to his general passenger department, which in turn refers it to the chairman of the association for submission to competing lines, who vote on the question of granting the request. To whomsoever you submit the question, file all of your data with them and you will be notified in a short time whether or not the rate will be granted.

If your request is turned down, you have probably failed to present your case strong enough or the request is without merit. In the former event go back with additional arguments. This is another reason for applying for the rate as early as possible. The carriers are after as much business as they can get and it is only a sign of business acumen for them to "charge as much as the traffic will bear."

To secure new switches, compile your data giving probable tonnage in and out, location and length and in general the necessity for the switch. Submit the question to your local agent. Wherever it is possible, do your business with this local man. It makes him more friendly to you. None of us like to have people go over our heads for something which we can furnish ourselves. If you can show sufficient business, the carrier will put in your switch at their expense, otherwise you will be required to pay a portion or all of the cost of building while the carrier will maintain it.

To eliminate grade crossings is properly a part of the work of your commercial organization. The proper committee should consult with the railroad officials, showing the advantages to their company of putting their tracks beneath or above grade. Such crossings make the railway property more private and eliminate the expense of maintaining watchmen to say nothing of the added beauty to your city by tasteful construction. Crossings on grade are a constant menace to the railroad in heavy suits for damages to life and property in accidents.

The same method of proceedure will apply to all your dealings with the carriers. Work with them co-operatively, not antagonistically. "Must" never did accomplish results like "won't you." However, there are times when the issue must be forced. Many times such conditions exist in the inequality of freight rates. The handling of these questions comes under the province of the Traffic Bureau.

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II

How to Organize a Traffic Bureau

The purpose of the Traffic Bureau is to study freight rates, express rates and similar transportation problems for discriminations of an unjust character on the part of the common carriers operating in and out of your city. A great many cities have organized such institutions with varying success. Some of them are supported with large sums of money raised from the shippers who receive benefits from such investigations in their localities. Other cities have been able to establish bureaus which are wholly or nearly self-sustaining. This is done through the auditing of shippers' claims upon a percentage or commission basis. The management of the freight audit department will be discussed later in this chapter.

A very satisfactory way in which to organize a Traffic Bureau is to issue a call for a meeting of the shippers in your community. Before the meeting, have prepared a strong program of speakers to discuss methods in use in other cities such as Chicago, Pittsburgh, Buffalo, and Omaha, all of which maintain successful departments of this character. Have other speakers to cite results obtained by such departments in other places, and methods of financing such operations. If it is the concensus of opinion of your meeting that such an institution would benefit your community, then decide on a plan for raising sufficient funds to maintain the department for a year. This amount is generally raised by popular subscription, or membership dues in the organization, from the shippers. The municipal government in a number of cities contributes heavily to the expense. The size of the fund necessary varies considerably, ranging from $1,500 per year up. Omaha supports her Traffic Bureau with $15,000 per year raised from the shippers. Chicago pays one salary alone of $10,000 per year.

The usual method of maintaining the bureau after it has been organized is by the membership plan. Where the bureau is a department of the city's commercial organization, which is almost invariably the case, a special committee, usually called the Transportation Committee, has charge of the bureau. Where memberships in the bureau are maintained by the shippers, the price of memberships is either fixed at a set figure by the year or graded according to the demands of each member on the bureau. The latter plan is more common.

The average bureau needs funds to employ a rate expert, a stenographer, stationery, office rent and kindred expenses besides several hundred dollars for traveling expenses and possible lawyer's fees in handling cases before the state railroad commission, or the Interstate Commerce Commission.

Your traffic expert will cost you from $100 per month up. These men are recruited from the freight offices of the carriers. Some bureaus secure their experts from one of the local offices. The greatest advantage of such a selection is that such a man is thoroughly versed in local conditions affecting your rate situation. The chief disadvantage is the possibility that his former employment will cause him to hesitate in showing up unjust discrimination, if such are found to exist. In any event, if a local man is secured, or a foreign product, care should be exercised to see if he is conversant with the fundamental principles of rate-making, the method of proceedure in handling complaints and the preparation of cases for hearing before the commissions.

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There are a number of men who have specially fitted themselves for such work and often you can secure the names and addresses of good men from cities maintaining Traffic Bureaus. Such men, however, usually hold their services at a higher figure. An average would probably be from $2,400 to $3,000 per year. Many men can be found in the traffic departments of the large distributing houses or manufactories. The first requisite in the organization of the bureau is to secure a good manager, one who knows how to carry on an investigation of your rate situation.

After your manager has been selected and has entered upon his tenure of office, his first work is to build up a tariff file. These tariffs are printed schedules of rates and regulations of charges for handling freight. They are issued by the common carriers. These tariffs will be furnished, without cost in nearly every instance, to the bureau upon application to the carriers unless the supply of any of them is exhausted, in which case the carriers cannot be compelled to furnish that particular tariff. In case of refusal to furnish tariffs, which is a very rare occurrence, the manager demands them through the Interstate Commece Commission. Where tariff supplies are exhausted, a copy can be seen at the local freight office, because the carriers are compelled to maintain complete files in their offices for public inspection.

In building up the tariff file, your manager selects first the most important tariffs affecting your local conditions and commodities and, as time permits and occasion demands, he secures the less important ones.

With the reception of the tariffs, your bureau is organized and is ready to handle complaints and investigate your rate situation with the view of ascertaining whether or not you are discriminated against unjustly. When the work has attained sufficient volume, the stenographer is employed. It is usual to select a young man for this position, because there are many times when he will be sent out on errands to places where a woman would not care to go. The establishments of many shippers and freight depots are located in bad sections of the city.

In conclusion, be sure that necessity demands such an institution as a Traffic Bureau in your community. Interest the shippers of your city in the movement to organize one. Make up the expense budget as accurately as possible. Secure sufficient funds to defray those expenses. Select your traffic manager with care. Build up your tariff file. Then you are ready to thoroughly investigate your freight rates.

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III

How to Adjust Freight Rates With the Traffic Bureau

After you have organized your traffic bureau and placed in charge a competent manager, you are then in a position to study the rate situation of your community from an expert standpoint. Different methods of investigation are adopted by different bureaus but the following plan will produce results:

During the organization period of your bureau, you have undoubtedly heard some case of rates spoken of as being discriminatory against your city. In such event that case will furnish a basis for the starting of the investigation by your traffic manager. For the sake of example let us suppose it is general rumor in your community that the rate on coal is exorbitant and that, because of this fact, manufacturers looking for a new location for their plants pass your city by.

Your traffic manager has his coal tariffs. His first work is to trace from those tariffs data giving comparative rates to your city and to competitive cities from the mines, the point of origin of the shipments. This comparative data should include competitive cities that are closer to the mines as well as farther away than your city. These tables of rates when properly compiled will show at a glance whether or not the existing rates are higher, or lower, or the same for your city as to the other competitive points.

Suppose it is found that the rate is higher to your city than to some point a greater distance from the mines. You may, in that event, find an unjust discrimination against you; for the fourth section of the Act to Regulate Commerce, under which the Interstate Commerce Commission has its being, says, in substance, that no higher rate can be charged by a common carrier for transporting freight from one point to another which is higher than is charged from one point to another a greater distance apart than the first two points. In other words, this clause is the famous "long and short haul clause" and is used as one of the basic principles of rate formation. But the Interstate Commerce Commission has given the common carriers the privilege of ignoring the provision under certain condtions.

For instance, in your coal investigation you possibly find that the rate is higher to your city than to some city beyond. Then it is up to your traffic manager to find out why. That other city may be located upon a water-course in which case water-competition, either potential or actual, enters the case and gives the reason for the discrimination. This discrimination may be an unjust one against you or it may not be. And it is this point which forms the basis of complaint to be filed by your traffic bureau. Where the question of potential water-competition gives one place a lower rate than another place, it is usually the claim of the carriers that they must maintain the lower rate in order to meet possible competition.

The question of tonnage also enters the case. The carriers claim that they can haul heavy tonnage on through trains to large distributing points at less cost per hundred pounds than they can haul a smaller tonnage on a local schedule which compells them to break bulk at the smaller stations.

All such questions must be met in your particular case and satisfactory reasons in favor of your side of the controversy found before success can be achieved in the adjustment of rates. When this data is all completed then your

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traffic manager makes out his case and submits it to the local agents of all lines involved in the question. With his compilation of information your traffic manager is able to meet and combat the arguments of the agents.

If you are unsuccessful with the local agents, then the matter should be taken before the general freight agents of the offending carriers. If no satisfactory results are obtained here, then is the time for presentation of the case to your state railroad commission (if the case involves only intrastate business), or the Interstate Commerce Commission at Washington (if the case involves interstate business). The subject of preparing cases and complaints for action before these commissions will be treated under the title, "How to prepare complaints."

The above is given not as a rule but as an example of how freight rates are to be adjusted with the traffic bureau. Every case will present different situations. Freight rates are complicated, consequently it is vital to have an expert traffic man who understands his business in the position of traffic manager.

It is undeniably true that manufacturers and wholesalers exhibit a great hesitancy in entering into a controversy with the railroads single-handed, not only because they fear a severing of previous friendly relations and fair service but also because of the tremendous expense which often arises from litigation over a rate question, victory in which would not only benefit them individually but their competitors as well. To such, the traffic bureau, conducted as a department of the city's commercial organization, furnishes, not only a more economical method of investigation, but also, because of the association and cooperation of other shippers of the community, relieves the alarm at the possible future damage to business by the carriers through a spirit of retaliation.

The investigation of rate discriminations is not the only work of the traffic bureau but many bureaus secure sufficient revenue from the adjustment of loss and damage claims, overcharges and like errors to maintain their operation. The uninitiated would be surprised at the great number of such mistakes which unintentionally occur. This subject will be treated in the next article.

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IV

How to Manage the Freight Audit Department

By the freight audit department is meant that department of the traffic bureau where claims of shippers for overcharges on freight bills, loss or damages to shipments, misrouting of consignments and such mistakes are checked up and collections from the carriers made. This work also applies to the adjusting of claims against the express companies. Some cities find more errors in express bills than in the freight bills. They say that the express tariffs have not been reduced to the same scientific basis as have the tariffs governing freight shipments.

The freight audit department is one of the most important in the entire work of the traffic bureau. Many cities maintain their bureaus from the revenue derived from this source alone. Within the last few years several firms located in different parts of the country have come into existence, which do nothing but check up old freight bills for business houses on a yearly contract basis. The writer has in mind one firm in particular which has its traveling representatives who solicit shippers in various cities, asking them for their freight bills for five years back. The firm will check them over, collect all claims and remit fifty per cent of such collections. Besides this, the concern charges an annual minimum fee of twenty-five dollars. This firm has built up an enormous business and numbers its client in a great many cities by the hundred.

The average business man does not pay particular attention to these freight charges and if he did, it could not be supposed that he would be able to catch all of the errors which an expert who has been trained in handling traffic matters would and, besides, it seems to be a general custom with the common carriers to so delay the payment of claims as to wear out the patience of the average man. A host of industries, jobbers and other large distributors employ their own traffic experts to handle all matters pertaining to their shipping department and it is no uncommon thing to find that these experts save more than enough to pay their salaries by the checking of freight bills for discrepancies alone.

The usual method of management of the audit department is to call upon all shippers, members of the bureau, to file with the bureau all of their freight bills. The traffic manager has established his tariff file including as many of these printed schedules of rates issued by the carriers as are found necessary to cover the principal commodities shipped in and out of the community, together with the three classifications.

These classifications are schedules issued by groups of carriers showing what class certain commodities are given when shipped. The three are known as the Official Classification, embracing that portion of the country east of the Mississippi River and north of the Ohio River to the Atlantic Ocean; the Southern Classification, embracing that portion east of the Mississippi River and south of the Ohio River to the Atlantic Ocean; and the Western Classification, embracing all of that portion lying west of the Mississippi River to the Pacific Ocean. The Official has six classes, the Western has ten and the Southern has thirteen. Because of this difference in the number of classes, errors are constantly being made when shipments go from one classification territory into another.

When the freight bills are filed with your bureau, your traffic manager checks them over to see if the proper classification has been given to the com-

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modities; to see if the proper routing has been given; to see if no special rules, which should apply, have been overlooked; and to see if the rate has been figured properly.

The proper classification involves not only the character—bulkiness, constituency and weight— of the commodity but also the manner of packing and size of the shipment, i. e., carload and less than carload lots.

The proper routing involves the shortest and cheapest distance between the point of origin and the destination. Frequently, savings can be made by attention to this phase of shipping to avoid such things as river or bridge-tolls and other special rules of some carriers.

The special rules oftentimes figure where least expected. These rules are to be found in every classification and in almost every tariff. They are exceptions to the general rule for application of rates to cover certain conditions and are extremely easy to be overlooked.

The figuring of the proper rate involves all three of the above points; classification, routing and rules. Very often mistakes will be discovered in the improper classification having been given a commodity. Such errors most frequently occur when a shipment passes through a portion of more than one classification territory. Many times a rate could have been lowered if a combination had been given of two or more local rates between two or more points between the point of origin and the destination, or the same is true conversely. Attention for the application of rules will also often bring to light errors.

A prolific source of loss to shippers is found in loss or damage to shipments by the carriers. All members of the bureau should file with the bureau all such cases, giving as full evidence as possible of how the loss or damage occurred. The traffic manager will then complete the case and collect the bill.

The traffic manager in all cases, where error is discovered, will file a claim for the difference. Usually his claim will be disputed but if he is right, he will keep after it until collected, or else he has redress by referring the matter to the Interstate Commerce Commission. This is rarely necessary.

The traffic bureau usually charges a fee or commission for the collection of claims. The commission varies from ten to fifty per cent of the amount collected, which the shippers gladly pay, because without such service they would have probably lost the entire claim.

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V

How to Prepare Complaints

The preparation of cases against the common carriers for presentation to the railroad commission of the state, or to the Interstate Commerce Commission, involving questions relative to the adjudication of unjust rates and other similar matters, is conducted in a manner practically the same as the preparation of a civil suit in a court of law, and the conduct of cases is also handled in practically the same manner. If you have any doubts upon the proper proceedure, application to your state railroad commission, or to the Interstate Commerce Commission, will furnish you with the proper form. However, you cannot go far wrong, if you observe the following instructions:

A good rule to observe first in traffic matters as well as in court litigation is to be sure you have a case before going ahead. The application to the commissions for relief should be the court of last resort. Appeal to this source should not be taken until your claim has first been submitted to the offending carriers and they have unequivocably refused to grant relief.

The introduction of the case to the commission is in the form of a petition, which gives the style of the case in which all parties making complaint are named as the complainants, or plaintiffs, and all carriers against whom the complaint is made are named as the defendants. The petition cites specifically the charges which the plaintiffs make against the defendants and closes with a prayer for definite and specific relief. If it is desired, any number of parties suffering the same offenses as charged in the petition may file intervening petitions and thus become parties to the controversy.

The petition is filed with the state railroad commission, if the charges made concern intra-state business alone, and with the Interstate Commerce Commission, if the charges concern inter-state traffic. After the petition is filed, the proper officer of the commission gives official notice to the defendant carrier or carriers of the filing of the complaint. Reasonable time is given the defendants to file an answer to the petition. This answer is in the form of a denial of the charges as a whole, or in part, and may set up counter-charges.

To this answer, an amended petition may be filed by the plaintiffs, covering necessary points brought out by the defendants' answer.

At all stages of the case both sides have the right to demur to any points of the contention, which demurrers are, of course, ruled upon by the commission. After the petition and answer are filed in complete form, then the commission sets a date for the hearing of the case. The setting of this date is nearly always arranged for the convenience of all parties, the commission, the plaintiffs and the defendants. This date may be postponed, or otherwise changed, only through the consent of the commission. Application to the state commission will furnish you with a copy of the last annual report of that body from which, with a little study, you can gather a great deal of information concerning the proper proceedure for conducting a complaint.

When the date for the hearing arrives, if both sides answer ready and the pleadings (the petition, answer, demurrers and amended petitions) are complete the opening of the case is had. Then the introduction of evidnce is begun.

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Evidence in traffic cases may consist of the various forms in use in courts of law, such as witnesses, to give oral tetimony; depositions of witnesses who for any reason cannot attend the hearing; affidavits of persons concerning points in the case and exhibits. In rate hearings, exhibits nearly always form a very important portion of the evidence. They are usually tables of comparative statistical information concerning the contention. In the preparation of the case, too much attention can hardly be paid to this important point. Comparative tables of rates which go to show how the defendants are discriminating unjustly against the plaintiffs should be carefully worked out. This form of evidence usually is made the basis for the chief arguments on both sides of the case.

Both sides may introduce evidence, the plaintiffs first submitting their evidence-in-chief. Then the defendants may submit their answering, or denying, evidence, after which the plaintiffs have the privilege of introducing evidence-in-rebuttal, to be followed by the defense, in case it so desires. So the case proceeds until all of the evidence is before the commission.

The argument is then begun, both sides having their division of time. Argument may take one of two forms, oral argument or argument in the form of a brief. Each is simply the summing up of evidence for or against the complaint and the citation of authorities, or decisions of other commissions, upon similar contentions. The brief differs from the oral argument in the fact that it is written, is more concise and more direct than the oral argument which is spoken.

The commission may render a decision at once but, by far the most usual thing, the case is taken under advisement and a decision rendered later.

The chief points to bear in mind in the preparation of a rate case are to carefully prepare the petition, paying attention to form and charges; to be so thoroughly conversant with the case as to be able to quickly file an amended petition, if necessary; to secure and produce the strongest evidence possible in support of your contention and to carefully prepare the argument so as to bring out forcibly the strong points of your case.

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VI

The Short Term Investigation

It is almost vitally necessary for any city which enjoys heavy shipping to maintain a permanent traffic bureau. Rates are constantly changing to meet conditions which are also constantly changing and in those changes it is very easy for the interests of a city to be overlooked unless that city is on the job looking out for its own welfare. Any city with considerable shipping will find it to its advantage to check up on the freight bills of its shippers as a safeguard against loss through overcharges or loss or damage. By having the permanent bureau, the city's shippers have the constant services of a traffic expert trained to look out for their interests.

But if a city has none and finds itself confronting a serious rate situation which may be retarding its commercial or industrial growth and, for any reason, it is decided that it is not expedient to organize a permanent traffic bureau, it is altogether possible to clarify the situation by employing an expert for a short time of thirty, sixty, ninety days or as long as necessary to make an investigation of the case in point.

The first step, then, in conducting the short term investigation is to secure the traffic expert. There are a number of ways in which to do this. The most inexpensive and generally the least satisfactory is to secure a local rate man. The reason this method so often proves unsatisfactory is that very seldom has the local man had experience in conducting such investigations. There may be no question at all but that he is thoroughly conversant with freight rates and how to figure them, but if he does not know the various steps in the investigation, covering not only the rates themselves but also the "why" of them, he can hardly prove satisfactory.

In the great majority of cases it is much better to secure a man who knows, through experience, all of the necessary points entering into the rate condition. Such a man will cost from two hundred dollars per month up. An advertisement in some good traffic journal will bring many applicants from whom a satisfactory selection can be made. A letter addressed to the secretary of the commercial organization of the large distributing centers, such as Chicago, St. Louis, Washington, New York, or Pittsburgh will probably bring dependable recommendations of traffic men whose services are available and the cost of employing such men. There are also some few firms of reputable standing located at different points in the country, and especially in Washington, where the chief hearings before the Interstate Commerce Commission are held, who make a specialty of conducting such investigations.

It is not necessary to have a tariff file in order to conduct a short term investigation because the carriers are required to carry a complete file of tariffs, which are open to the inspection of the public, but it would greatly facilitate the work of the expert, if a tariff file were ready for him when he begins the investigation. It is a comparatively easy matter to secure such a file. Any shipper can request copies of any tariff from any of the carriers in the country and they will be furnished him, if not out of print. They can also be secured through the Interstate Commerce Commission. So to secure a tariff file for the short term investigation, make out a list of tariffs necessary for the study of

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the particular rate condition to be investigated and have some shipper, or the commercial organization, to make application to the carriers for them.

When the traffic expert arrives, he will begin his work by interviewing the shippers and securing from them all of their complaints concerning the particular rate condition. After he has made himself thus familiar with the local situation and the relief which the shippers ask, he will begin an exhaustive study and comparison of that situation, comparing it with similar situations in other communities, which are competitors, and to see if the relief asked is a just request, or if a greater relief can be secured. He will compile this statistical information for use in the event the case is taken, either to the state railroad commission, or the Interstate Commerce Commission.

After arriving at a definite conclusion, he will make a report of his findings. If he reports that no relief can be hoped for, the investigation is closed so far as he is concerned. But if he reports that relief should be granted, he should be authorized to proceed. He will submit the case to the offending carriers for adjudication. He will use every legitimate means to secure such an adjudication from the carriers themselves first, before taking other steps. If no satisfaction is secured by this means, he will prepare his case to bring it before the proper commission.

He will conduct the case in its hearing before the commission and will make a final report covering the whole progress of the investigation from its beginning to its close. A number of cities have conducted investigations after this manner and have found the plan very successful in securing relief from the bad adjustment of rates in specific cases.

In concluding this chapter, it is well to bear in mind that to secure concessions from the railroads, better results can be accomplished through cooperation rather than antagonism; that a traffic bureau properly organized can do much good for a city in adjusting rates and auditing freight bills and that a short term investigation properly handled will deliver results as long as it is in existence.

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CHAPTER 9.

THE CITY BEAUTIFUL

PARKS.

Because it would be entirely out of the question to attempt an article of the length to which this must necessarily be confined to give even a smattering of what the American cities are doing in park improvements, only two examples will be used. One of these recites how a park was secured in a small town in Iowa and the other tells of the manner in which the park and boulevard system of Kansas City, one of the most beautiful in this country today, was financed, a problem of interest to nearly every city, large or small.

Every small town should own a park. The Woman's Club of a small town in Iowa decided that a certain most untidy public square could be made over into a beautiful little park. They accomplished this achievement without expending a dollar. They secured permission to plant shrubbery and the Town Marshal donated the labor of a prisoner.

The committee put in three days with that man with a wheelbarrow. At the end of the time enough shrubbery had been brought from neighboring lawns and planted in the park to satisfy every one of them. Some flower beds too, had been spaded up and made ready for planting.

For its next meeting of the Club at the school-house, a diagram of the flower beds was made on the blackboard, and donations of plants were solicited. When a woman said "I will give twenty pansy plants or asters or nasturtiums," her name and contribution was written in a space in the diagram. In a very short time all the spaces were filled, with the understanding that each donor must set out her own plants and care for them through the summer. Most of the promises were kept and the flowers made a brave showing. The town marshal, who loved flowers, began to be interested in the park. He found time to prune a few trees and used a lawn mower occasionally. Part of the time the grass was mowed by voluntary labor from citizens.

The Town Council began to take notice, and an appropriation for park purposes is now a regular thing each spring. The park is the pride of the town and the small boys its greatest admirers. Not a single shrub or flower has been disturbed since the park was opened.

The citizens have enjoyed the park and been influenced by its tidiness to make a greater effort to keep the lawns and shade trees of the town in better condition.

After public sentiment had been aroused in the question of parks in Kansas City, the Mayor appointed a Board of Park Commissioners in 1892.

In 1893 this board published an extensive report, setting forth proposed improvements, and showing how they would be likely to affect the city's welfare. A very large majority of the people began to ask, "Who is going to foot the bill?" Owing to the rapid growth of the city and the immense cost for public improvements to keep pace with the population, the city's financial resources were strained to the limit. Bonds in the sum of $3,100,000 had just been voted for the purchase of water-works, thereby exhausting the city's debt-making power for a number of years to come.

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Paradoxical as it may seem, to this discouraging state of municipal credit is due the possibility of Kansas City's splendid system of parks and boulevards, growing from practically nothing to 2,200 acres of parks and 40 miles of boulevards and parkways, and without increasing the public debt, although ten millions have been expended in the work to date.

Bonds being out of the question, a scheme of special assessments against benefited property was devised. Furthermore, a bond issue not being agitated before the people, the pessimists did not get their usual opportunity to organize in opposition. Around all proposed parks or boulevards, benefited districts were established. For the sake of convenience the city was divided into five park districts, but benefit districts might extend from one park district into another. The broad general principle applying that those receiving the benefit should pay the cost, opposition to any particular improvement was not aroused in localities remote from the improvement.

The special form of benefit tax used for the building of the Kansas City system of parks and boulevards resulted in the sale of Park Fund Certificates, which were, "merely a collective expression of the separate assessments against the lands in the park districts, the City Treasurer acting as a trustee for the collection and disbursement, but did not become obligations of the municipality and did not conflict with the limitations on the city's debt-making power." These certificates bore interest and were sold the same as bonds, the interest being 6 per cent with the privilege of payment in full within sixty days, but where payments were delayed the interest was increased to 15 per cent. The certificates were usually made so that the benefit tax spread over twenty annual payments, but in cases where the amount was very small the number of annual installments was reduced by one-half. Insurance companies, banks, loan and trust companies, etc., were glad to pay a premium on the certificates, some being sold at 7 per cent above par. The demand proved to be greater than for ordinary municipal bonds, and the method devised out of the absence of city funds proved in the end to be a blessing.

The boundaries of Kansas City have expanded considerably since 1892; but it is noteworthy that, though the system as proposed in 1892 was complete in itself, it was capable of expansion along natural lines, and is as efficient a part of the greater system of today as it was comprehensive in the old city.

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II

Playgrounds

After and in the midst of the growth of a nation which has startled the entire world, the American City has at last paused sufficiently long to seriously consider some of the problems confronting them and of an import to most of them vastly more important than growth. The necessity for building for the future has asserted itself and nearly every city of size in this country is doing work along this line.

Manufacturers looking for new locations are now asking questions concerning the sanitary and safe housing of their employes, the city's building code, the purity and adequateness of the water supply, sanitary disposal of sewerage and garbage, the character of the schools and playgrounds and parks in which the future employes may grow up in normal open air existence.

One of the most important of all of these subjects is that of providing playgrounds for the children. The story of how Hoboken, N. J., acquired their first playground is of interest.

Several years ago the Mayor appointed a Board of Playground Commissioners. The first difficulty which presented itself was to find a vacant piece of ground in the part of the town where most of the tenement houses are situated. A piece was fortunately found in the very center of the crowded district, 175 feet wide and 107 feet long which was purchased for $25,000. This was paid for out of a bond issue of $50,000 set aside for the special purpose of providing a playground. The remaining $25,000 was spent as follows: Building $19,305; architect $977.15; equipment $1,600.97; grading $632; furniture $470.96; and other items brought the sum total, outside of the purchase of the land, to $24,142.06. This sum provided two playgrounds, one for the boys and one for the girls, with a recreation building 42 feet high, 46 feet wide and 60 feet long in the center, which thus formed a division between the two playgrounds. There were the usual swings, slides, a sand pile and hammocks for the children, and benches for the mothers sheltered by an awning; also a tennis court, basket ball, volley and baseball grounds.

In the basement on one side are shower baths for the boys, and on the other, shower baths for the girls; on the first floor are three meeting rooms, and on the second floor a hall, which is used for dances, boxing and basket ball games.

The Tax Commissioners of Hoboken appropriated $3,610 for 1911 for upkeep under the following heads: Salaries for superintendent, $1,200; janitor $720 and a female assistant, $360; repairs $200; supplies: coal, $175; wood, $25; electric light and gas, $250; janitor's supplies; apparatus, and supplies, $150; office expenses, $235; reading matter, $25; music, $150; incidentals, $100.

Through the strictest economy, the City Treasurer holds $1,500 unexpended balances on the bond issue and the budgets of two previous years. A remarkable benefit to the children of Hoboken, is indicated by the following figures for the year 1911: Tennis games, 766; volley ball games, 190; basket ball games, 638; baseball games, 251; library books read, 437; shower baths, 19,957; boxing bouts, 144. Attendance from May 1, 1911, to May 1, 1912, 134,928; evening attendance from November 1, 1911, to April 1, 1912: Boys, 5,670; girls, 2,655.

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Municipal dances have been given at intervals, each one costing an average of $12. The remarkable way in which the children have taken hold of self-government, the admirable co-operation between the boys and girls, and the touching interest of all the neighborhood in the children's games and festivals shows beyond question the real value of this playground. The sight on a holiday of the tenements surrounding the playgrounds, every window occupied by an admiring parent or friends, is one not to be forgotten.

Hoboken has shown what a small city can achieve by a small expenditure.

So important has the playground movement become that in New York a playground creed has been adopted, the main features of which are:

That a city child needs a place to play, things to play with, and some one to take a fatherly or motherly interest in its play:

That a playground should be made attractive to win the child; varied in equipment, to hold the child; and supervised by directors trained in child culture;

That the family life should be encouraged in the playground, avoiding the formal grouping according to age;

That normal play is a better preparation for normal life than exciting competitions and complicated games;

That a program for playground work should be very elastic, allowing for changes to suit the immediate need of the child, weather conditions, etc., but should definitely establish the duty of each of the staff, so that no phase of the work may be neglected;

That playground work where the character of the child may be best moulded through skilful suggestions, informally given, should be in the hands of persons of the highest character and best training;

That the park playgrounds should be open on week-day mornings as well as after school, and under supervision, so that the mothers and babies, and physically weak and mentally defective children, may have opportunity for outdoor play when the grounds are not crowded with school children;

That $300 given for rubber balls, jumping ropes, etc., which will supply a thousand or more children a whole year with practical lessons in the care of public property, unselfishness, etc., will bring better return to the government than an equal amount spent for hospitals, prisons, children's courts, or other remedial institutions;

That playgrounds should be developed into centers of civic usefulness.

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III

Ornamentation

A beautiful city is a joy forever, is a pleasant place in which to live and do business. Therefore, it possesses in its beauty an advantage beyond estimate for attracting new people and business. Ornamentation of a city by its citizens is an investment which will yield incalculable dividends in contentment and where people are contented they are willing to remain.

Every city may make itself beautiful if it desires to develop the natural opportunities of which each is possessed. No city should be without its parks, which become beautiful nature retreats in the midst of the busy hum of industry where the business man may linger for a few minutes on his way home from a day of toil and in those few moments go back in retrospection to the boyhood days when his hours were spent close to nature's heart.

How much good does it do for the man who is typically American—therefore working always under forced draught—to hear the calls of the birds, to see the peaceful life in the foliage of the trees and to breathe an atmosphere laden with the delicious aroma of blooming flowers! Such a taste of real life, he gets from a halt in a park. It is impossible for him—a human being—to be entirely impervious to the insinuating, insistent, subtle influence of such beauty.

Ornamentation of a city, or rather the development of a city's possibilities has the effect upon that city's people of making them better fit for their duty, of broadening and deepening their character, and of creating a spirit of civic pride out of which comes a determination to overcome all obstacles in the way of civic progress.

Street lighting, eliminating billboards and the smoke nuisance, providing for the cleanly disposal of all refuse, prohibiting the tacking of signs and cards on fences and poles, erecting artistic public buildings and public improvements and in short taking advantage as far as practicable of every opportunity of adding to the ornamental beauty of the city belong to this subject.

The boulevards and parkways in the vicinity of Boston are synonyms of beauty and are a constant source of pleasure and pride to those who daily make use of them. Many of them resemble the plans in vogue in many European cities. On the outer edges are walks for pedestrians with accompanying strips of well kept lawns in which are planted various kinds of shade trees. Next in toward the center are bridle paths for horseback riding. These paths are many times constructed of cinders so as to give a softer and surer footing for horses than the hard, smooth surface of the regular driveways which are separated from these bridle paths by another row of shade trees and strip of lawn. The center of the whole is occupied by the trolley lines. The spaces between the rails are grass sown and instead of ties and rock ballasting shocking the eye in such a vista, the greensward relieves and softens the whole.

Of late years the care of shade trees has become such an important matter that nearly every city of average size has its forestry expert paid by the city to carefully guard the life of these invaluable ornaments. Cracks are healed by cement as soon as they appear. New trees are constantly being planted. In Hamilton, Ohio, the city has trees planted along every new street as it is paved and the maintenance of these trees is provided from the city taxes.

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More attention is being paid to the artistic beauty of public buildings and improvements, such as bridges, aqueducts, viaducts, etc., than formerly. Des Moines, Iowa, furnishes an excellent example of this feature of ornamentation in the magnificent civic center recently erected and dedicatd with great ceremony as a remarkable achievement of the Commission Form of Government, and also the ornamentation of the river banks through the city with parks and pleasure grounds together with a number of massive concrete bridges of a beautiful style of architecture patterned in large measure after the magnificent viaducts found in Paris, France.

Many cities prohibit fences enclosing the front lawns of residences. They also require lawns to be planted and properly cared for together with shade trees planted and maintained. The result is block after block and street after street of what are veritable parks in which the citizens take a vast amount of pride and with which they would not dispense for love nor money. One thing leads to another and in these cities one can hardly find a yard but what has its flower beds filled with blooming plants together with clumps of shrubbery arranged in artistic unison with the whole scheme of ornamentation.

In such a city the billboard finds small chance for lodgment. A trip through the alleys will show a tidy condition where closed garbage cans contain the refuse from the kitchens and back premises. An advertising card tacked on a pole would stand as much chance of sticking as the tramp who was continually being kicked off the train by the brakeman who finally asked where the tramp was going and received the reply "to Chicago if my pants hold out." Civic pride and city loyalty are such familiar words that their definition is on the tongue of every school boy and girl. Ornamentation is as important to real progress in a city as the addition of new industries.

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IV

Street Lighting

The archaic system of street lighting is a thing of the past in the modern progressive city. The old arc system, which at best, gives a circle of light only a few feet in diameter is fast disappearing and in its stead comes the use of small Tungsten lamps on standards and arranged in arches. The result is practically the turning of night into day. Besides the ornamentation of the street it is remarked upon by every visitor who has any faculty of observation.

One of the earliest cities in this country to adopt this system was Minneapolis, Minnesota. The movement was promoted by one of the commercial organizations of that city. It was found that the city administration was adverse to spending a large amount of money for the installation of an elaborate system. Consequently, it was decided to try the plan out on two or three blocks of one of the main streets.

A committee from the commercial organization visited the merchants doing business in the section which it was desired to improve and secured from them agreements that they would install the system themselves as an experiment.

As soon as this work was completed and the lights were turned on, almost immediately popular sentiment demanded the installation of a more complete system and today, Minneapolis has miles of streets lighted by the Tungsten lamps set on ornamental iron standards.

Other cities caught on very rapidly and today it would be difficult to mention all which have adopted this system of street lighting in whole or in part. Some which may be mentioned are Indianapolis, Indiana, Cincinnati, Ohio, Dayton, Ohio, Warren, Ohio, Pine Bluff, Arkansas, New York City, Chicago, Illinois, Toronto, Ontario, Washington, D. C., Abeline, Kansas, South Bend, Indiana, and one might go on almost indefinitely mentioning others.

Besides the system of street lighting with the use of ornamental standards and Tungsten lamps other systems have appeared such as the arch system and the flaming arc system, both of which are improvements over the old arc system. The arch system consists of a string of small incandescent lamps stretched from one side of the street to the other at regular intervals along the length of the street. The chief objection to this system is that it gives a city an appearance of celebrating some special event because of the appearance of impermanency which is not to be found in the system where ornamental standards are used.

The flaming arcs first appeared when they were used by some enterprising business establishments for the purpose of advertising by attracting attention to their places of business on account of the great light emanating from these arc lamps. Some of the cities then adopted the plan of using the flaming arcs for street illumination by placing these lamps at regular intervals up and down the street. They were installed from poles set in the sidewalks and in the middle of the street as is the common method of installing the old arc system.

The cities which have ornamental street lighting have almost without exception found it impossible at first to secure the installation and maintenance from the city administration. The excuse has always been that the system costs so

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much more than the old arc system and for that reason the city officials felt that they would not be justified in adding to the city expense this extra cost.

In most cases the manner in which this difficulty has been met has been similar to that adopted by Minneapolis as stated above. Usually the commercial organization after making a careful estimate of the cost of installation and the cost of maintenance per annum of the system, would appoint committees to secure subscriptions from the merchants on the main streets of the city to pay for the cost of installation. After the subscriptions were secured then the proposition was made to the city administration that the city should pay the maintenance cost which includes the repainting of the standards, the keeping of the globes and lamps in good condition and the purchasing of the electric current.

There is no city on record which has adopted this system which has gone back to the old system. Its success has been uniform and the increased number of cities dropping the old arc system for the new ornamental lighting is prima facie evidence of satisfaction.

The Department of Commerce and Labor at Washington, D. C., has issued a number of special bulletins which would be of particular value to those contemplating the adoption of ornamental street lighting. A request to the Department of Commerce and Labor will secure these bulletins free of cost to any applicant. The title of them are "Lighting of principal streets of London, Paris, Berlin, Brussels and Vienna;" "Gas, water, electric light, street car and telephone service in various cities," issued September 3, 1907, and in Special Consular Reports No. 42 is a special article on street lighting in Europe.

Hamilton, Ohio, has installed the ornamental cluster system and the method adopted is that the merchants are charged $1.00 per front foot per year for five years. This money is paid to the city and the city installs, maintains and operates the system.

Usually the standards contain a cluster of five lamps, one large one in the center on top and the other four smaller lamps are placed on four short arms immediately below the large center lamp. The standards are placed at intervals varying from 50 to 100 feet apart on both sides of the street.

Ornamental street lighting is a valuable municipal asset because the standard system looks well both night and day and it increases property values by making the city attractive for home makers and visitors; by making the property itself safer from attacks by thieves and burglars; by drawing trade which "follows the light," and by stopping the waste of taxpayers' money paid for light they do not get.

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V

Billboard and Smoke Elimination

The elimination of both billboards and the smoke nuisance in a city is really a matter to be taken care of by public sentiment. If the people of a community desire to rid themselves from these drawbacks, they can effectively stop every bit of it but if they do not desire their elimination, then results cannot be accomplished until the desire for riddance has been created, and the only effective way in which such a desire can be created is through the means of a campaign of education, where through the constant use of newspapers, mass meetings and various forms of publicity the public is shown the detrimental side of the nuisances.

Some of the objections to the billboards are that they disfigure the landscape, and the view, thereby destroying property values. For example, directly opposite Eden Park in Cincinnati, one of the most beautiful scenic parks to be found in this country, is a high hill which is nearly covered with tremendous billboards advertising some sorts of tobacco, liquors, soaps, medicine and other numerous articles. The natural view from the eleven car lines which pass this point would be much more delightful than the curt command to "Chew Climax Plug" or "Try Hunter's Rye."

Directly opposite the Carnegie Institute in Pittsburgh and immediately next to one of Pittsburgh's finest hotels at this writing are vacant lots which are "graced" with spacious expanses of billboards. These boards have depreciating effects not only on the property where they are located but also on the surrounding property.

The billboard is frequently a nuisance and danger to property in its neighborhood. The fire chiefs of all large cities testify that it is a delay and a handicap to firemen. Frequently firemen have to cut a way through a sign board, or demolish it altogether, before effective work can be done on the fire raging behind it. But slight reflection is needed to show how dangerous such a structure would be in large cities and narrow streets.

The billboard is frequently dangerous to health. It has been found in many cities that the spaces behind billboards have become unpleasant nuisances, since many careless people have used these spaces as a common dumping-ground, where enormous amounts of filth have been deposited for the reason that such spaces are well screened from the streets. In this way the sanitary officers of many cities declare that the entire population of large areas has become subjected to the danger of serious disease. This consideration has led some cities, which undertake to control the erection and maintenance of billboards, to make it compulsory that they be built with an open space of several feet from the ground to the billboard structure itself.

Probably a much more serious objection to billboards in their most familiar form is the unwholesome nature of the advertising displayed upon them. Moral agencies indict them because they are so frequently used to advertise lurid and sensational plays and alcoholic beverages.

In some cities where the nuisance of the billboard has become one of large proportions, business men, women's clubs, and many organizations having for their object, either primarily or incidentally, the bettering of civic conditions,

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refuse to trade with those people or patronize those interests which advertise in objectionable ways. In some cases a protest of this kind has been sufficient.

A large number of cities, suffering seriously from billboard evil, have undertaken to curtail it, or do away with it altogether. Among those cities are Chicago, from which arises a case in which the Supreme Court of Illinois affirmed the right of the police to censure immoral posters, Montclair, Worcester, Cincinnati, Cambridge, San Francisco, Seattle, and Washington. In the last city the Commissioners of the District a year ago agreed to refuse any more permits for the erection of billboards, the records showing that from January 1 to July 15, 1909, permits were granted for billboards on 182 walls and 56 fences.

Under the laws of some states cities and towns exercise a licensing power over billboards, and the ordinances which control this matter prove the feeling of impatience and desperation of the framers of the ordinances, for they leave but small comfort to the erectors of billboards.

With regard to the smoke nuisance, the best work of a primary character for elimination is with the makers of the smoke themselves. A study of the question will show any manufacturer that he is losing money in the waste of energy going up his chimneys in dense clouds of black smoke a great percentage of which waste could be economically eliminated by the installation of smoke consumers and automatic stokers.

Information along this line can be secured upon request from the University of Pittsburg which maintains a department looking to the study and abatement of the nuisance. The Department of the Interior has issued a bulletin on the extent to which measures have been taken in cities for smoke prevention and the means adopted and the progress made toward smoke abatement on locomotives and stationary power plants.

H. M. Wilson, the head of the Bureau of Mines, says that the cities need good ordinances providing for inspectors at moderate salaries; that the best medium for abatement is through the city's Board of Health; that the city should stand half the expense of installing smoke consumers and that the inspector in making an inventory of such chimneys should prove to the owners their money loss and should co-operate with them without compelling them to change to the right system.

The smoke nuisance levies an annual tribute from Chicago of $17,000,000 for damage done while the economic loss in waste is estimated at the enormous figure of from $300,000,000 to $500,000,000.

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VI

Clean-up Days

For sanitation and health, for the prevention of destruction of property by fire, for the beauty of the city and for the reason that "cleanliness is next to godliness," clean-up days are imperative necessities in all cities, large and small alike. These special seasons when the Mayor issues a proclamation to the citizens to look to it that the premises of their business establishments as well as their residences are thoroughly cleansed of refuse and rubbish of every description are of comparatively recent origin and since their inauguration have grown in popularity until now there are few cities of even minor importance but have one or more such cleaning campaigns in the course of every year.

It is a pity however, that such campaigns should be necessary. In some few cities, they are unnecessary because the citizens are so filled with civic pride that they keep their property in a thoroughly clean condition all of the time. But the average American city has not yet paused sufficiently long in the mad scramble for increased population to develop the asthetic side (as it is regarded by so many business men) of city building or development.

But competition in trade has become so sharp in all branches of business activity, that it has forced the merchant to study his business carefully for the purpose of finding and stopping little leaks, so small in fact that a few years ago he would not give them a second thought. He is realizing today that a clean place of business is more attractive to the average customer than a dirty store with unkempt surroundings. He knows that refuse and rubbish increases the fire hazard on his property and that he has to pay for the dirt in increased cost of insurance.

Although the average citizen realizes these statements as facts, still concerted action and continuous action for cleanliness has not yet been secured and consequently it is necessary to have the clean-up campaigns. The usual method of conducting such a campaign is as follows: The Board of Health informs the Mayor of unsanitary conditions resulting from foul alleys and premises. The Mayor issues a proclamation designating one or more days to be known as clean-up days and calling upon all citizens to give their premises a thorough cleaning. The city makes arrangement for the disposal of all rubbish collected from private property and announces that if citizens will have the rubbish piled in convenient places it will be carried away. Many times the insurance people will give valuable assistance in the campaign in showing how cleanliness will decrease insurance premiums and other questions of similar character. The commercial organization and civic clubs get behind the movement and all working together generate sufficient enthusiasm in the campaign as to cause the whole city to bestir itself to get clean.

Many cities have ordinances which compel the citizens to keep their premises clean. Fines are provided for violations. Other ordinances provide fines for expectorating on sidewalks and in public buildings, fines for tacking cards and signs on poles and fences and also making it an offense to scatter bills on the streets and in the yards of residences. Other ordinances are passed looking to the questions of sanitation. The Bureau of the Treasury Department issues the Public Health Reports which contain ordinances for sanitation passed by cities of more than 25,000 population since January 1, 1910.

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One of the most unique clean-up campaigns ever inaugurated was that prosecuted by the Boy Scouts in London. On a certain day all of the boys of the Scouts were asked to band together and go out through the entire city picking up paper strewn around by carelessness. The boys entered into the work with surprising zeal, making play out of work, and at the close of the day the largest city in the world was cleaner than it had ever been in its entire history.

The New Woman's Club of Leesburg, Virginia, to awaken public interest against the fly and in favor of cleaner streets invited all the townspeople to a "civic rally," which consisted of a popular lecture on the City Beautiful, followed by two scenes in pantomime. The first showed a village street—the pavement and gutters littered with papers, orange peel and peanut shells—boxes and barrels on the sidewalk, and old pieces of meat hanging in front of the butcher shop. A big basket marked "For Waste Paper and Trash" stood at the street corner. Along this street loitered a score of people representing the village population; the business man, the butcher boy, the nursemaid, two colored boys, two colored girls, the old farmer in town for the day, and a group of school children; and all of them as they sauntered along threw more waste into the street. The school children scattered banana skins and orange peel, and every one threw down bits of paper, utterly disregarding the waste basket.

The "After" scene showed the street perfectly clean, the same people walked along, but carefully threw all their waste into the public receptacle. After the program, the audience dispersed, enthusiastic over the possibility of clean streets in Leesburg.

The Woman's Club of Trenton, Missouri, offered twenty-five cents a hundred for all the old cans gathered from alleys and vacant lots. But they were aghast when they found themselves confronted with a huge pile of about 100,000 of these apparently indestructible nuisances. The Town Council, ashamed of the lackness of the street cleaning department voted to pay the bill and, as a further evidence of repentance, instituted a general street cleaning crusade. The Club, freed from its debt, spent the same amount of money in beautifying the public square and the school grounds.

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CHAPTER 10.

EDUCATION

THE DUTY OF THE COMMERCIAL ORGANIZATION TO THE SCHOOL.

Because it is the province of the commercial organization to assist in the development of all phases of the city's life and activities and because the future of the city is dependent upon the incoming generations, therefore it is necessary and vital for the business man and the professional man to do all in his power singly and through co-operative effort to increase the efficiency of the public schools. No matter how good the public school system of a city may be, it can be made better and the better the system becomes, the more capable it is of still greater growth in efficiency.

That the commercial organization can be of great assistance to the schools has been fully demonstrated in such cities as Dayton, Ohio, Worcester, Mass., Erie, Pa., Evanston, Ill., and many others where the chambers of commerce, city clubs, boards of trade, art leagues and similar organizations work for greater efficiency.

In Worcester, Mass., the Public Educational Association, realizing the importance of a wide intelligence upon school affairs at home and elsewhere, made a very comprehensive study of school conditions. This study embraced conditions, not only in Worcester, but also a considerable number of representative American cities. The result of this investigation showed that the public school system of Worcester was fully as efficient as any of the others studied, but in a report concerning this study, Prof. U. W. Cutler makes the following statement, showing that the Worcester Association is not content to let well enough alone, but intends to secure even greater efficiency in the schools:

"This comparison is by no means discreditable to our home institutions in many if not in all respects. But, discreditable or not, we, as citizens, ought not to close our eyes to the great movements of our time, for the city or town that ignores the experience of other communities in organizing and conducting its public affairs neglects one of the most important means for civic betterment at home."

The fullest publicity was given this report by the Worcester Board of Trade, the commercial organization of that city. The Board not only in this instance recognized its duty to the schools but at every opportunity seeks to secure a greater interest in the educational question on the part of the Worcester citizenship.

Even the largest of the American cities realizes the importance of genuine interest of the lay citizen in the school question. In New York, the Citizen's Committee oversees groups of boys and girls, who in their school rooms are formed in self-governing cities or republics, which system serves the double purpose of teaching the children self-reliance and also governmental systems by practical illustration.

In Erie, Pa., the Chamber of Commerce has as one of its standing committees, the Industrial School Committee. This committee has been making a

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comprehensive study of the question of industrial education as a part of the curriculum of the Erie schools and working on a modus operandi to secure a complete installation of this branch of instruction in the city schools.

Work of similar character has been prosecuted with great success by the Educational Committee of the Chamber of Commerce at Dayton, Ohio. In fact, in the more progressive cities where the commercial organization has realized that its bounden duty is to make the city grow in all sane and safe ways, an education committee is numbered among the standing committees and the members find that there is not only a great deal of work for them to accomplish but also a work which will yield, for the future, tremendous actual dividends of a commercial character.

The commercial organization can secure special endowments, bequests or benefactions for special work of the schools. For instance, suppose the high school laboratories are not as well equipped as the work demands, a little interest from the commercial organization will secure a subscription from some public spirited citizens sufficient to install and maintain the needed apparatus. With a little work funds can be secured for gardens where the children can learn the fundamental principles of agriculture. Manual training has been introduced in the schools of a number of cities by this method.

In Lexington, Kentucky, the Commercial Club assisted in a whirlwind campaign of nine days to raise $25,000 by popular subscription to complete a fund to build a Model School and social center in that city. Of this amount of $25,000, $15,000 was raised on the last day.

The commercial organization can be of great assistance in compiling information on various subjects connected with the schools. The Bureau of Education of the Department of the Interior has a splendid fund of data on various phases of the American school question.

It is a notable fact that in recent years, since the business man has aroused himself to an interest in school matters, that the sentiment has been growing apace looking to the elimination of impracticable education and the substitution of the practical, as typified in the departments of manual training and domestic science.

The commercial organization can be of genuine assistance to the Board of Education, the School Committee, or whatever the name may be by which the official governing body of the school system is known in matters pertaining to legislation. A needed bond issue for additional school buildings and facilities can be successfully carried by this aid. By working co-operatively with the School Superintendent and Board of Education, laws which are needed but which cannot be secured because of a lack of public interest can be properly placed before the public, explained and their passage secured.

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II

The Small School Board

Like the movement for the Commission Form of Government for municipalities which has, of recent years, swept this country, leaving in its wake a generally conceded reform of old archaic methods into an efficient and business-like administration of the municipal corporation, the movement for the adoption by cities of the Small School Board law for the administration of the affairs connected with the public school system is spreading throughout the country and bids fair to rival in popularity commission government.

The Small School Board comes as a result of active interest of the business man in questions involving the progress of the cities. The business world is today demanding greater efficiency in the young graduates of the schools and in order to obtain it, has turned its attention to solving the problem of how to make the schools yield larger returns in efficiency. The Small School Board consequently followed this interest.

It is claimed that the Small School Board concentrates responsibility and authority, thereby giving a more economical and wise administration of affairs; it is claimed that it eliminates politics, thereby assuring the election of the best available men, and, in short, it is claimed to produce a thoroughly business-like conduct of a business enterprise.

Some of the salient points in a model form of the Small School Board law recently adopted by one of the medium size cities are cited below:

This law provides that the entire territory within the city limits, or which may hereafter be taken in, shall comprise one school district under the jurisdiction and control of the Board of Education, and that the title to all school property shall be vested in that Board.

The usual powers and duties of the Board are prescribed with exceptions as enumerated below. The number of members of the Board shall be five (it should be stated in passing that this number is the usual one).

The qualifications of members are stated to the effect that no person under twenty-four years of age can be eligible to membership and he must be a resident of the city. A member cannot be connected in any way with any concern which contracts with the Board for the buying or selling of anything.

The members of the Board serve without compensation and all five are elected from the city at large by secret ballot for a term of four years. This election, as will be seen, does away with ward representation, thereby eliminating ward jealousy.

The secret ballot contains all of the nominated candidates and is a separate sheet from all other ballots to be voted on election day. This ballot is to be known as the "School Ticket" and must not contain any mark or emblem which in any way would indicate the political affiliation of any candidate. It is also unlawful for any election officer to in any way indicate the political affiliation of any candidate.

Candidates are nominated by petition filed with the county clerk. Such nominating petition must bear the names of at least one hundred legal voters of the city.

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The names of all candidates are printed on the ballot in a single column. The names are printed in alphabetical order on the first fifty ballots. On each succeeding fifty ballots the names are printed in the same order save that the last name on the preceding fifty is shifted to first place and so on until the required number are printed. These are then so bound for each voting precinct that each candidate's name shall appear first on approximately the same number of ballots as that of every other candidate.

It is made compulsory upon the county sheriff to provide a separate ballot box in which the ballots in the school election must be deposited.

There is also a provision in the law which permits a special election day for the School Board. To secure the change in date it is required that a petition must be filed with the county judge requesting that the election be held on some other day than the regular one. This petition must be signed by at least twenty per cent of the total number of votes cast at the last preceding presidential election. Upon the filing of this petition the county judge must select a day for the special election, which day must be not less than ninety nor more than one hundred and twenty days distant from the date when the judge enters the order for the special election.

In the first election under the new law, the voters cast their ballots for five candidates and those candidates who receive the greatest number of votes are the elected members. After election, the members cast lots for the long and short terms of service and in succeeding years, the elections are held to supply the vacancies, caused by the expiration of the short term members

The office of clerk of the Board of Education is aboli.shed and in its stead is substituted the office of Business Director. This officer is appointed by the Board. He is placed in charge of all the business affairs of the public school system, amenable at all times to the Board. He employs the janitors and other employes except instructors who are employed by the Board. He purchases all supplies and in general is the business manager of the School Board. The Board employs the Superintendent and of course has entire control over all departments of the public school system.

From the above it will be seen that some of the essentials are patterned after the plan of commission government. The same arguments used in support of the latter are advanced in favor of the Small School Board. The records show its success wherever adopted.

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III

How to Advertise the City Through the Schools

The first condition necessary in order to secure publicity through the schools is to have the advantages and resources of the city known. "Know thyself" is the motto which must be followed, if substantial results are to be obtained. The city's commercial organization is in the best possible position of any body in the community to furnish the necessary facts and figures to make known these advantages and resources. "Knowing the city" is a large part of the work of this representative body of citizens. For this reason, if for no other, this organization is best prepared to carry on the work of making public the information which it has.

There are a number of different plans for presenting the city's resources to the school children. Any of them are good. The sole thing important in all of them is to get the information to the children to start them to thinking about the city, and it will not be a great while until they will begin to talk about their city and to discover new advantages of various character for themselves.

The Education Committee of the commercial organization will find the way to co-operate with the school authorities on such a publicity campaign. In some cities the work has been carried on with such success that the school boards have made home city study a part of their curriculum.

This committee may find it advantageous to have some of the prominent citizens address the high school students and the pupils in the graded schools on various branches of the general subject of knowing the home city. Such address should be made as simple as possible and thoroughly attractive. Features should be treated and the right people can present them in feature style. One or two points in connection with any one subject or feature should be so forcibly brought out that they will be retained.

In most of the work, however, the burden falls upon the teachers in the schools. They are the persons who come in daily contact with the pupils, who know them and consequently know how to impress them. A number of the cities present the home city study to the teachers alone and through them to the pupils. This is done by means of the teachers' meetings which are regularly held.

In some of the cities where the home city study is made a part of the regular course of study, a graded course has been devised, in which the kindergarten departments are taught the simplest facts and more complicated subjects treated from grade to grade in ascending order.

Such a course has not only the advantage of instilling civic pride into the hearts and lives of the children—the future citizens—but it also gives valuable instruction of a practical character on many useful subjects.

The co-operation of the superintendent of the schools is vital to the success of the above plan. Without his active assistance, nothing like the results can be accomplished as with his help. It is largely through him that the co-operation of the principals and teachers is secured.

Some of the cities conduct studies on subjects suggested by current and local events. The subject of a proposed bond issue which is to be submitted to

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the voters of the city for streets, sewers, parks or any other public improvements furnishes a splendid opportunity to not only impress upon the children some practical lessons on the financing of public work, but the mere fact that the children discuss the question of bonds will carry the subject into the homes and become no small agency in assisting in the successful passage of the bond issues. Such information as the amount of bonded indebtedness which the city is carrying and for what purpose the bonds were voted can be easily transmitted to the children and in such transmission they are being furnished with some additional facts concerning their home city.

The ways in which this home city information can be imparted to the children are almost innumerable. The primary thing is to secure the co-operation of the School Board, the superintendent and the principals and teachers. The knowledge itself and the way in which it is to be imparted to the children will then take care of itself.

After the children have begun to assimilate this home city information, they, through simple exuberance and enthusiasm, will tell their parents and relatives at home some facts which they have not realized. This will cause these older citizens to think more about their home city. They will begin to talk more of its advantages and resources until the ultimate result will be that the "little child shall lead them" from the state of city pessimism into that of city optimism.

Further than this, in the class rooms, the pupils of one grade can write letters about their city to the pupils of the same grade in other cities with the result of giving the home city a deal of publicity. Besides this, the pupil individually can choose some of their acquaintances living in other cities and write to them "boosting" letters. A prize or series of prizes for the best letters can be offered. Where these individual letters have been written in several different cities to children in other cities, a number of instances have been recorded where such letters have led to the actual location of new people in the city and in some cases the location of several large industries.

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IV

The Effect of the Schools Upon the City Beautiful

The city that makes an effort to secure the co-operation of the school children in beautifying the city has made a long step in the direction of a successful solution of the problem of how to make the city beautiful. As has been said elsewhere in this book, the children now in the schools are the future citizens and the lessons in civic progress taught them will not only bear immediate fruit, but will become foundation stones of city building ideas and education in the days when they assume charge of their life work.

Those in charge of the great work of building cities have realized that to build well requires time; that "Rome was not built in a day" and that though a boom may erect a city under certain conditions, still the average creates the rule that the evolution of a city requires many years. These same men have also reached a stage of sane thinking on the subject of city building, in which serious reasoning they have come to the logical conclusion that they must appeal to the oncoming generation in order to approach the realization of success. So in this way has the movement resulted in the addition of some of the fundamental truths of proper city building to the education of the children.

One of these fundamentals is that it is the duty of citizens to make the city the best place possible in which to live and do business. When this fundamental was realized, then began the movement to create the city beautiful, to secure, open and maintain parks and playgrounds, to build wide, well-paved streets and boulevards, to build civic centers, and to ornament the city in every practical manner.

And now the cities, realizing how hard it is to "teach old dogs new tricks," are adopting systematic methods of showing the importance of this fundamental to the school children. The results have been surprising. Where the primary hope of such education was looked for in later years, the secondary hope of immediate results has been largely realized, in that the children have at once caught on and in many instances have become valuable auxiliaries of the park boards, street cleaning departments, the health boards and the civic organizations of the city.

The children have been quick to understand why a city should be made beautiful and, their bump of civic pride not yet having been knocked off in the made scramble for money, they have become large factors in this important work of building a city right.

The example set by the New York Department of Street Cleaning in organizing children as volunteer aids has been followed by many other organizations. While this particular work was organized for the primary purpose of securing the aid of the school children in keeping the streets clean, the work has broadened until it now takes in all questions concerning the city beautiful in which a child can be useful.

In New York the movement is carried on by means of Juvenile Leagues which meet in the public schools in charge of the teachers. At the head of each is a superior who directly supervises the organization and work of every league. The plan of organizing may be briefly stated as follows:

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After permission from the principal to organize a league at a school is received, a teacher is assigned to act as director and take charge of the league. Delegates are then elected from the highest grades, who meet in convention in the school house after school hours. The supervisor explains to the league their duties as young citizens and the benefit they will receive by organizing. The delegates elect their own officers and adopt a constitution, and permanent officrs are installed. Various committees are appointed; and the work is on.

If the teacher assigned as director is an enthusiastic worker, good results will follow. If, on the other hand, the director is indifferent, the league will eventually disband, and the work of organizing is a waste of time.

The children are enthusiastic; but this enthusiasm must be kept up by encouraging words, by impressing upon the young people their importance as young citizens. The volunteers are anxious to receive the badges of honor which are given them for merit and they are proud to wear them. They are of German silver, and bear the coat of arms of the City of New York and the motto, "We are for clean streets." The volunteers must demonstrate their willingness to do their duty as citizens to receive them. This attitude on their part is made known when they submit a report; if the report is a good one, a badge is given, not as an inducement, but as a reward of merit.

The school and street committee are assigned to duty in and around the school house, to prevent pupils from throwing paper and leaving parts of their lunches on the playgrounds and in front of the school house. These committees take pride in their work, with the result that the school houses and their surroundings present a better appearance. The sanitary committee call upon all tenants who block their fire escapes, and inform them that they are violating the law. They also urge the people to keep their homes, halls and cellars in a sanitary condition. The vigilant committee is made up of members who are in the very highest school grades. They form a brigade, and take charge of the blocks in which they live. They stop people from littering the street, instruct janitors to take in the receptacles after they have been emptied and report landlords who do not supply their tenants with sufficient and proper receptacles.

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V

The Relation of the Schools to the Industrial Interests of the City

The relation of the schools to the industrial interests of the city and vice versa should be one of co-operation, not the dormant kind, but the active and continuous working together for the advancement of mutual interests.

The schools have something of which the industrial interests of the city can make use and in turn these industries are possessed of some things which it is necessary that the schools, or rather the children in them, should use.

The industrial interests will find it advantageous to their business welfare to have the school children know as much about their businesses as practicable. In the first place, it gives these industries publicity of no mean character. For example, suppose there is a broom factory in the city. If the children of the schools are taken through the plant and care is taken to explain to them the various processes through which the broom corn is taken from the beginning to the time it is shipped away in the form of "Made Well" whisk brooms or house brooms, the children cannot help but be impressed with the sight and their talk at home will very probably cause their parents to call for "Made-Well" brooms. The same is true of coffee-roasting plants, flour mills, planing mills, and all the other plants with which practically every city is equipped.

In those cities where there are special industries, even greater benefits accrue to the industries through making the process of manufacture known to the children. These industries must depend very largely upon these children to operate their machinery in, at best, only a few years hence. Therefore, the sooner the knowledge of the uses to which these machines are put is given the future workmen, the quicker will he or she, show proficiency. So important has this point become with many industries that they have succeeded in getting the schools to teach the simpler processes of production as applied to those industries in the regular manual training course of the schools. This instruction is of course graded, and by the time the student has completed the high school course, he can go right into the factory and, in a very short time acquire sufficient proficiency to overtake other workmen who have been in the plant for years.

The manual training courses, which in only recent years have been introduced in practically every city of size in the country, have come from the demand of the country's industrial interests for more efficient men. It is the advent of practical education—the kind that fits the boy to do something—that fits him to make practical use of the theoretical knowledge with which his mind is crammed.

The schools in turn find that the industries of the community offer a splendid opportunity for getting to the pupils knowledge in a practical way and in such a manner that they retain what they have learned. Such a method of teaching develops to a high order the power of observation, which is recognized as one of the four fundamentals of education. Some of the most successful teachers conduct excursions of their grades to various industrial plants in their vicinity. A definite time is set and the management in most cases take particular pains to thoroughly explain in a simple manner the various processes or steps in production, carefully calling attention to the functions of the differ-

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ent human-like machines, and end up with a short, simple talk on how the finished product is marketed and in what parts of the country. When the pupils return to their school room they are instructed to write compositions on what they have seen at the factory. By this method they really learn not only the important fact that such industries have their home in their city, but also how those industries operate.

It is such work as this which is really building a city for the future. At the same time, it has the additional advantage of accomplishing immediate good.

There are many cities in America which would like to have the benefit of the factory payroll. Many of them find that they have all of the requisites of a good location for certain industries with the exception of an adequate supply of labor more or less skilled. If such a city will begin with the schools and teach the pupils in them industrial education as far as it is possible with the means at hands, it will not be many years before the city will have trained a new generation of young people who can easily and quickly adapt themselves to the particular work found in the average factory. Efficiency in this line of endeavor will increase as time passes and so the city will furnish a supply of labor (raw it may be but easily adaptable because of this early training), which will induce the location of the desired industries and guarantee their permanency in the community.

But to secure such a condition there must be co-operation between the school authorities and the industrial interests. Those in charge of the schools must see the need of such an education for the children to the extent that they will willingly incorporate such studies in the curriculum and enthusiastically carry out such a course of training. On the other hand the industrial interests must awake to the necessity of supplying their future demands for labor to such an extent that they will insist upon such instruction for the children from the school authorities and then work hand in hand with them to secure the utmost efficiency with the least cost and loss of time.

These two factors will bring the success desired and any other method will be found wasteful of time and energy, if successful at all.

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VI
Practical Education

The demand for increased efficiency has come as a result of intense specialization, which in turn is a result of the evolution of industry. In the earliest times, production was accomplished by the one man power under great expense because of a lack of efficiency. But today production is almost exclusively carried on by large industries, thoroughly organized and highly efficient. These industries are at the pinnacle of present day economical production.

Perhaps an illustration will not be amiss. The first locomotives were largely manufactured by one man while today in the Baldwin Locomotive Works, it takes the combined efforts of hundreds of workmen to turn out each engine, one man putting in certain rivets in the firebox, another watches a turning lathe as it shapes the piston rods and another polishes the bright irons and brasses, while the other hundreds have each his particular task. The work of all, when assembled, completes the iron horse. Each workman knows how to do his particular work better than anything else. He has done it so much that there are no lost motions, and every minute of his factory time is occupied in efficient production.

Besides this, the office is managed in like manner. The scores of clerks have each a special duty. There are cost keepers, invoice checkers, payroll clerks, and many other grades. Over all is the general manager, or superintendent.

In like manner the professions have of late years become subdivided into specialists. Consequently, we have lawyers who devote their entire time to criminal practice, others who are adepts in civil practice. Again these two great branches are divided into smaller classes. The result is a host of patent attorneys, corporation lawyers, constitutional lawyers and a number of others.

The family physician who treated everything from a sort toe to an earache has almost disappeared to give way to the specialist. Consequently, we have physicians and surgeons who devote their talents to the cure of cancers, stomach troubles, nervous diseases, diseases of the eye, ear, nose and throat and in fact, the disorders of practically every organ and function of the body and mind.

Even the profession of the clergy has become divided into specialists until we recognize the pastor, the missionary, the evangelist and the Sunday school worker. A glance at any of the professions will reveal like conditions. Some one has said truly that this is the day of specialization.

Not only that but the future holds out the prospect of still greater, or rather more minute or intense specialization. This is supremely the day of the survival of the fittest and the man who can do—who is fit—secures patronage.

The demand for fit men has increased in greater ratio than the supply. There is a cry in every line of activity, commercial, industrial, and professional for men who are more efficient—men who can do more—men who are more fit.

The brains of the country have recognized this shortage and are now turning their attention to increasing the supply. The first efforts have been toward increasing the efficiency of the men who are now in business, in factories, in professions. Hence the advent of the special schools and the correspondence

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schools. Many institutions maintain their own schools in their own establishments, securing for instructors some of the leading men in their various lines of endeavor. Classes in economics, salesmanship, accounting, and in fact all the different branches of the business are conducted to give the men now employed the opportunity of increasing their efficiency, and, therefore, their worth to their employers.

These men who have recognized the shortage in the supply of efficient workmen have directed their secondary efforts to increasing the efficiency of the schools along the lines of practical education. It is their contention that under former methods of instruction, the pupils were graduated into helplessness; that they did not study subjects in school which would give them the right start in any of the technical professions.

Manual training has been introduced in the best schools with the result that the pupils learn the uses of tools and when they are graduated they can be taught the use of larger and more important or intricate tools much more easily and quickly. Consequently, they are able to take their places in the ranks of skilled workmen in most cases many years sooner than formerly.

But there is an increasing demand for greater efficiency in this work of the schools even. The age at which an individual chooses his life's occupation is constantly decreasing. Today the student entering the high school has practically determined what profession or business he expects to enter and so adjusts his course of study. Only a few years ago this decision was not reached by the student until his entrance upon the college course. Formerly all high school students studied practically the same course whereas today the average high school curriculum embraces perhaps six or eight courses, each designed to train the student for a special line of work.

The reason underlying these efforts, as said before, is the demand for increased efficiency. More managers are demanded today than ever before—men who have been so trained in efficiency that they can handle big business at the least cost and waste of time, money and energy—men who can increase the profits of business—men who can do their work better than others. This is one huge result of competition. It demands constantly something better.

Therefore, the city which recognizes the demands of the future for practical education and is setting about to supply that demand by giving the oncoming generation an education of practical efficiency, is the city which is doing its duty by its children—its future citizens.

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CHAPTER 11.

GOVERNMENT BY COMMISSION

HOW THE PLAN ORIGINATED AND ITS PRESENT STATUS.

Government by commission, or commission government, is, in a sense, a misnomer. A commission in its definite meaning signifies a body of men who are appointed to do a certain prescribed work, whereas, under the Commission Form of Government, the men who compose the commission are not appointed, but elected to their offices. The mistake probably arose out of the conditions surrounding the first city in this country to be ruled by commission, excepting Washington. That city was Galveston, Texas.

It is generally conceded that the form of municipal government generally spoken of as the commission form originated in Galveston. It was in Galveston that the plan was first adopted providing for the election of commissioners instead of the appointment of them, as in Washington, where the city has been governed by appointed commissioners since the early seventies.

It is also conceded that the Galveston plan was adopted from the pure commission form in use in the District of Columbia, where the commissioners are appointed by the President.

After the terrible storm at Galveston, the municipal government in power was found incapable of coping with the situation. Consequently martial law was declared and a commission of men elected to govern the city during the period of recovery.

This plan was found to be so much more satisfactory than the bicameral form of government that the proper laws were made providing for the continuation of the commission form instead of the councilmanic form. The city has been governed by the Board of Commissioners since that time.

One of the next cities to adopt the plan was Houston, Texas, and Des Moines, Iowa, quickly imitated her. This city has become famous for its advocacy of the plan. It has been used as the basis of a very extensive advertising campaign and to the efforts of Des Moines and her citizens, composing the Greater Des Moines Committee, is largely due the centering of the attention of the cities of this country upon this form of government, with the result that today nearly every State in the Union has, through their several legislatures, passed enabling acts giving to their cities the right to adopt the plan in some form or other.

The latest available statistics show the following growth of government by commission in the United States:

On September 3rd, 1912, the State of Ohio passed the Home Rule amendment to the State Constitution, which amendment gives the cities in that State the right to adopt the commission plan if so desired.

New Orleans also adopted the plan in a special election in September by a vote of more than ten to one.

A showing that surprises many of the inquirers is the large number and varied character of the towns and cities that have adopted the plan.

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In a list of about 125 cities and towns, governed by commissions, Alabama leads with the substantial cities of Birmingham, with a population of 132,685, and Montgomery, 38,136.

Kansas leads with the largest number of towns and cities under the plan—the total being 23. The largest of these is Kansas City, with a population of 84,331; Wichita, 52,460, and Topeka, 42,692.

Iowa has eight cities: Des Moines, Burlington, Cedar Rapids, Davenport, Fort Dodge, Keokuk, Marshaltown, anl Sioux City. The population of these cities range from 14,000 to 86,000.

Sixteen Illinois towns are governed by commissions, the largest being Springfield, with a population of 51,678; Rock Island, 24,335; Moline, 24,109; Decatur, 31,140; and Jacksonville, 15,326.

California has eight commission plan cities, the three largest being Oakland, with 150,174; Berkeley, 40,434; and San Diego, 39,578.

Texas has thirteen cities and four towns governed by the commission plan. These include Dallas, 92,104; Houston, 78,800; Fort Worth, 73,-313; Galveston, 36,981; and Austin and Beaumont, having more than 20,000 population.

Spokane and Tacoma, thriving Washington cities, have the commission. Spokane has a population of 104,402 and Tacoma has 83,743.

In West Virginia, Huntington, 31,161; Parkersburg, 17,943, and Bluefield, 11,188. In Kentucky, Lexington, 35,099, and Newport, 30,309. In Michigan, Port Huron, 18,863, and three other cities. In Massachusetts, Gloucester, Haverhill, Lynn, and Taunton, from 24,000 to 89,000. In South Dakota, Sioux Falls, 14,094; Aberdeen, 10,753, and eight other towns. In Wisconsin, Eau Claire, 18,310, and Appleton, 16,773; and in dozens of other cities the plan is in successful operation.

Salt Lake City, Utah, capital of the State and of Mormonism; Columbia, capital of South Carolina; Sumter, South Carolina; Memphis and Chattanooga, Tenn., are in the list.

In other States records show Idaho, one city; Colorado, two; Louisiana, two; Maryland, New Mexico, Oregon, one each; Minnesota, Mississippi, two each; North Carolina and North Dakota, three each under the rule of the plan.

Buffalo has adopted the Commission plan. A number of other cities have voted to adopt the plan in some form, but have not placed it in operation.

The present status of the plan shows a wide variance in the form in which it is adopted in various States and cities. The reason for this wide difference is apparently to meet local conditions. Some of the States have constitutions which impose certain unalterable conditions upon the cities of the State to be fulfilled. In such instances the commission form is changed to meet those conditions. In other places individuality of sentiment has caused other differences to creep into the commission charter.

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II

What is Government by Commission?

The commission form of municipal government substitutes for the mayor and board of aldermen a commission of five men, elected by the people just as they would elect assemblymen or aldermen. Each of these five takes special supervision, such as the police, the fire department, or water supply. There is no magic in the number five, any community which wants a commission of fifteen or of three can have it.

The mayor is one of the board and has very little authority. Virtually, he is simply the chairman of the commission, with not much more privilege than the right to call them to order.

The commission form of government, as usually understood, may be illustrated with the system adopted in Des Moines, Iowa.

The general plan is that the citizens by primary may nominate candidates for mayor and four commissioners, who shall have complete charge of town business, legislative, executive and judicial. Any person can be nominated by a petition of 25 citizens. The 10 candidates having the highest vote at the primary two weeks later are submitted to the citizens for an election, and the five candidates having the highest votes at this election comprise the city council, with full powers—legislative, executive and judicial. They manage the business as completely as the board of directors could manage the business of a bank.

There are five departments, as follows: First, a department of public affairs; second, a department of accounts and finance; third, a department of public safety; fourth, a department of streets; and fifth, a department of parks and public property.

The mayor, by virtue of his office, has charge of the department of public affairs, with general supervision over the other departments, and receives a salary of $3,500. The other commissioners receive a salary of $3,000. The council, by majority vote, appoints all other officials of the town—city clerk, solicitor, tax assessor, police judge, treasurer, auditor, civil engineer, city physician, marshal, chief of fire department, street commissioner, library trustees, and all other necessary officers. These selections are made under a board of civil service commissioners. Each commissioner appoints the subordinate employees in his own department and each commissioner is held responsible for the successful management of his department.

Extreme pains are taken to prevent fraud in the elections. For instance, the fullest publicity is required of campaign funds. Both the source and the manner of expenditures are required to be reported under oath. No officer or employee is permitted to be interested, directly or indirectly, in any contract with the city or in any public service corporation, or to accept any free service therefrom.

All franchises or right to use the streets, highways, or public places of the city can be granted, renewed or extended only by ordinance, and every franchise or grant for interurban or street railways, gas or water works, electric light or power plants, heating plants, telegraph or tele-

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phone systems, or public service utilities, must be authorized or approved by a majority of the electors voting thereon at a general or special election.

Every motion, resolution and ordinance of the council must be in writing, and the vote of every member of the council, for and against it, must be recorded. The council is required to print and effectively distribute each month, in pamphlet form, a detailed, itemized statement of all receipts and expenses and a summary of its proceedings during the preceding month. At the end of each year the council must cause a full and complete examination of all the books and accounts of the city to be made by competent accountants and publish the report in pamphlet form.

Every ordinance or resolution appropriating money or ordering any street improvements or sewers, or making or authorizing any contract, or granting any franchise, must be complete in its final form and remain on file with the city clerk for public inspection at least one week before its final passage or adoption.

Nothing is permitted to be done in secrecy or in the dark. The public business is public.

Ward lines are abolished in the choice of city commissioners, so that each citizen votes for every commissioner both in nominating and electing him. Partisanship is eliminated. No party emblems are permitted on the ticket, but the candidates are listed in serial order, without party designation, and are nominated and elected as far as possible on the ground of personal fitness.

In Galveston the city government was given into the hands of five men, three of whom under the original charter were appointed by the governor and two elected by the people. By a decision of the supreme court, the appointment of all the commissioners was subsequently made elective.

There is a mayor, or general manager, and four managers of particular departments. All power resides in the commission. A majority vote of the body is final.

The mayor is presiding officer and general manager of the affairs of the city, but he has no power beyond his vote as commissioner, except some minor abilities to act in cases of emergency. The commissioners must also come to the board for all power to act. The commission at its first meeting divided its departments among its members by vote under these four heads: Comissioner of finance and revenue, police and fire commissioner, commissioner of streets and public property, and waterworks and sewerage commissioner.

The plan does not insure good government; no mere system can do that. The people must be alert, interested in their city and its administration and ready to act if their interests are not guarded. No scheme of government can take the place of these qualities on the part of citizens.

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III

What Has It Accomplished?

The commissioners in Galveston prepared plans for raising the grade of the city and the building of the great sea wall. The city hall and water works station were rebuilt and the fire stations repaired. All floating indebtedness inherited from the old city government was paid and the city placed on a cash basis. The improvements made from September 18, 1901, the date when the commission was inaugurated, up to January 1, 1911, totaled $3,832,851.08.

The first worthy accomplishment in Des Moines was the introduction of modern business methods into municipal affairs. Work done by the employes of the city has been well done and contract work has been held strictly up to specifications. The streets and alleys have been effectively cleaned. A beautiful civic center was established. The city's relations with its public utilities were improved. The city for the first time in years lived within its income.

The commission plan has accomplished in Des Moines something like the following: Directness, simplicity and therefore efficiency and economy in administration; a very much greater responsiveness of the city government to public opinion, in other words, a more thoroughly democratic city government; a very much greater civic interest and civic pride; a great stimulation of the public to the undertaking of general public improvements; the general unification of the city, making out of seven contending wards one unified city; a general clearing up of the city politically, morally and physically.

The plan in Grand Junction, Colorado, has encouraged extensions by all the public service corporations because the city does business in a more business-like way. The street railway, gas, electric light and telephone companies at once improved and extended their equipment. The commissioners have given the city better drinking water, cleaner streets and better parks. The police force has been improved. The annual cost of maintaining the commission government is less than the cost of the former government.

In Austin, Texas, the commissioners in two years paid off overdrafts amounting to $31,529, redeemed $29,000 of its bonds, reduced the tax rate twenty-four cents on the hundred dollars, and at the end of the year had on hand a surplus of $93,432.

In Berkeley, Cal., the municipal courts were improved, the health department reorganized, the city's water and light supply has been improved upon, the police and fire departments have been made more efficient.

In Kansas City, Kansas, the cost of public work was reduced, brick paving that had cost $1.70 per yard was done for $1.50, asphalt paving was reduced from $2.10 to $1.85. The park and boulevard system has been extended, playgrounds have been installed and utilities have been improved and extended.

Houston has made great strides in public improvements and yet reduced the tax rate thirty cents on the dollar. In Iola, Kansas, the

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commission in its first year increased government efficiency, increased street expenditures by lopping off the old inefficient methods, and yet ran the government for $32,741 less than the old system had ever run it under. In Dallas, Texas, the commissioners in two years wiped out a deficit of $200,000 and placed a balance in the treasury. In Sioux Falls, Iowa, city expenses were decreased through the consolidation of offices, there was a definite increase in efficiency in every department of the city, and public improvements were stimulated and conducted on business lines and with a coherent plan. Leavenworth, Kansas, has paved more streets since it adopted the commission plan than it paved in all its history before.

Columbia, South Carolina, has civil service for police, fire and health departments; initiative, recall and referendum. Ward lines are obliterated, councilmen being elected, as the mayor, at large.

In the old system there was little or no grafting, just incompetence or indifference, lack of definite responsibility; this unbusiness-like system resulted in waste, a thousand little leaks. There were jealousies and bickerings among aldermen.

All that is changed. In ten months for the first time in many years the city wiped out a floating debt of $75,000 and got on a cash basis. No debts. No appropriations overdrawn. Every councilman publicly known to be responsible for the conduct of a certain department. The waterworks instead of showing a deficit of $18,000, to be paid out of general taxes, is paying expenses and beginning to show a cash balance.

Besides $25,000 for street cleaning and repairs, $100,000 was appropriated for expenditure in 1912 for permanent improvements—all out of current receipts. Next year the city will appropriate $115,000 for such improvements.

In Trenton, New Jersey, open competitive bidding has been adopted for contract work; city advertising has been placed on a business basis at a saving of several thousand dollars annually; a legal department has been established; a city chemist has been included in the personnel of officials; theaters and moving picture houses are kept under strict surveillance; all city bills are paid promptly; city business is transacted more quickly than ever before and all employes put in more time at their work than ever before.

In one year in Montgomery the commission completed street improvements valued at $129,058.33 and sewerage improvements valued at $73,248. A supplemental water power plant to deliver water for commercial purposes was also completed.

The police and fire departments are the pride of citizens. The police department embraces 75 men and is equipped with patrol wagons, bicycles and an alarm system. The fire department is equipped with modern apparatus and is being gradually changed from horse trucks to motor trucks.

In Memphis, Tennessee, the commission reduced the city tax rate from $1.76 to $1.59, the latter being the lowest in the history of the city; secured the construction of $5,000,000 of subways, now being built, something previous administrations tried in vain for twenty years to do; constructed 60 miles of permanent street paving, 38 miles of sewer, and 100 miles of five-foot sidewalks.

In Yankton, South Dakota, the commission has built a large amount of cement sidewalks and has made considerable extensions to the waterworks and sewer systems, also an ornamental concrete bridge. During the same period the city's indebtedness has been reduced several thousand dollars, and the tax rate has been slightly reduced.

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IV

The First Steps to Secure It

The creation of a desire on the part of the majority of the citizenship of a community for the so-called Commission Form of Government is the first step in the campaign to secure it for any community. An educational campaign must of necessity be prosecuted to teach the people the difference between the new form and the old way and to show that the new plan brings out the best qualities in the men who hold municipal positions because it throws all of their actions into the lime light of public scrutiny.

The logical place for the campaign for the adoption of the plan to originate is in the city's commercial organization. It is in this association of individuals that there is gathered together the various interests of the city for the avowed purpose of doing any and all things necessary and incident to the betterment of all phases of the city's life and activity.

With the commercial organization solidly behind the movement for better municipal gveornment the campaign is well on its way to a successful termination. For the sake of example, we will suppose that a commercial organization is considering such a campaign.

The first thing that body of citizens wishes to know is what is the plan, and is it a success or simply a bubble of new-fangled notions of municipal government. A special committee composed of lawyers and business men is appointed to investigate such questions. The committee conducts a bureau of research, asking the officials and the citizens in various businesses and professions in the cities which are governed by the plan in its numerous forms for their unbiased and impartial verdict as to the success of the plan, its shortcomings and what definite results it has accomplished.

Other sources of information on these and similar questions can be secured from the American Academy of Social and Political Science, the United States Government, the schools of political science in the various universities and the several municipal journals and periodicals.

The investigating committee can readily compile sufficient data from the voluminous records secured from the above sources to make an exhaustive report on the subject of whether or not commission government is good or bad for a city. Such a report will be found of great value later in the event it is decided to secure the adoption of the plan. Such a brief on the subject can be made an exceedingly valuable campaign text-book or hand-book. In it can be found answers to most any argument against the plan.

This committee should also be empowered to investigate the steps which will be necessary in order to make the requisite change in the city's charter. In practically every State, if not in every one, any changes in the charters of cities within the boundaries of the State can be made only by a special act of the legislature of that State.

In other words, an enabling act must be passed by the legislature granting the right to cities to amend their charter in certain ways. The

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State Constitution generally prescribes the method necessary to be pursued in order to effect such a change.

Some State Constitutions grant the right of home rule to their cities. A notable example of such a constitution is the one adopted by the pepole of Ohio in a special election held on September 3rd, 1912. Under this particular amendment in the Ohio Constitution all cities within that State may adopt the commission form of government, if they so desire. This is, perhaps, the greatest victory for this plan which has yet been achieved since the birth of the plan in Galveston some ten or eleven years ago. In the State of Colorado also, the cities have the right of home rule.

In a number of the States, however, the constitution is so framed as to place certain cities in certain classes. These classes are determined wholly by size or population, and physical or other differences are not taken into consideration, as, for example, in one State there are several second class cities, one of which is an inland city, while the others are river points, and yet in the charter of the inland place there are great long clauses concerning the question of public wharves.

Under such a constitution it is more difficult to secure the Commission Plan than where the cities are not put into classes. The reason is apparent. In such a case, instead of having to educate the people of only one community, it is necessary to create the desire for the change in the charter in all of the cities of the same class.

All of the various steps through which the campaign has to be carried must be worked out by this special investigating committee. Then with the co-operation of the newspapers, with the help of mass meetings of citizens, with the assistance of imported speakers who are authorities on various phases of the plan, with the aid of printed matter, pamphlets, letters and other publicity and with the active co-operation of as large a citizens' committee to talk the advantage of the plan in their daily intercourse between man and man, a campaign can be promited which will successfully carry the movement through the legislature, if necessary, in the form of the enabling act, and through the referendum vote of the people afterwards when they vote on the question whether or not the city shall be governed under the provisions of the charter amendment providing for the commission form.

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V

The Essentials of the Charter

In the commission plan, generally regarded as the pure form, there are ten essentials, every one of which are considered vital by the most authoritative students of the plan. These esesntials are named as follows:

(1) Instead of having a Board of Councilmen and Aldermen to pass ordinances subject to the approval of a Mayor or themselves only, there is a commission of five persons to pass ordinances, subject to the approval of the voters of the city, with no veto power in the Mayor.

(2) Non-partisan primary at the expense of the city to select nominees, thus encouraging good men to become candidates and taking away from the political bosses the privilege of saying who shall be the nominees.

(3) Non-partisan ballot, on which all nominees are placed, without any party emblem, thus practically providing for special investigation as to the best men to vote for.

(4) The Recall of the Mayor or any Commissioner in case of misconduct, inability or neglect in the performance of his duties, for which any of them may be removed from office by the majority vote of the citizens. If the Mayor or any Commissioner be removed from office, the reason for such removal shall be stated in writing and shall be filed as a public record. Any voter can circulate a petition at any time calling for a special election for the recall of any commissioner. A certain percentage of votes cast at the last general election must be represented by the signers of this petition before the special election for the recall of any Commissioner can be called.

(5) Provision for Referendum, under which 25 per cent of the voters may protest against the adoption of any ordinance, and if the same is not then repealed by the Commission, it may be voted on by the people at large as to whether or not it shall go into effect.

(6) Provision for Initiative under which any ordinance that the Commission may legally pass may be adopted by vote of the people at large, if the Commission refuses to pass it after receiving a petition from 25 per cent of the voters requesting them to do so.

(7) Each Commissioner is to be a superintendent of a department of the city, but he has no knowledge before the election to which department he may be assigned; therefore he cannot promise with any certainty any positions on the police or fire departments or otherwise, thus preventing employes of the various departments favoring any particular candidate.

(8) Civil service governing policemen and firemen and other city employes.

(9) The duties and salaries of employers shall be fixed by ordinance, thus permitting the people to vote on them if they consider them improper.

(10) Every ordinance involving the expenditure of more than $1,000 or granting any franchise or right to use or occupy the streets, shall, after its introduction and before its adoption, remain on file at

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least one week in the complete form in which it shall be put on its passage, thus preventing dangerous and pernicious amendments just before it is voted on, and no such ordinance can go into effect until ten days after its passage, except in case of emergency the public health or safety shall require that it take immediate effect, which fact shall be declared by the unanimous vote of the Board of Commissioners.

A modification of the above plan has made its appearance in some sections of the country, which is considered the height of radicalism by some authorities and the acme of perfection in business management of municipal affairs by others. It is, in short, the advent of the professional mayor, a municipal expert trained in the office of general manager of the municipal corporation. This modification is an approach toward the European custom of cities which have their expert in city affairs. This man is not elected by the people directly, but appointed to service by the town council. His tenure of office is permanent, dependent solely upon efficiency.

The friends of this modification claim that the matter of governing a city is simply a business proposition and that its solution lies in the application of business principles. They point to the great railroads and business organizations and call attention to the men in authority, the president or general manager, who are employed by the board of directors to carry out the business policy which that board has outlined. They claim that this board of directors is elected by the stockholders of the corporation and that the board is always in a position to command and check the movements of their president or general manager.

The principle as applied to the municipal corporation is as follows: The voters are considered as stockholders. They meet at the regular election times and elect a board of commissioners. These commissioners meet and receive applications for the position of general manager of the city. The selection of this individual is based upon his ability to handle the work. He is elected by a majority vote of the commissioners and is placed in charge of the business of governing the city. He is made responsible for his acts of commission as well as those of omission.

The commission appoints his assistants, such as the city auditor, clerk, assessor, treasurer, engineer, and so forth. This general manager makes his reports to the board of commissioners, who in turn make them public.

If the general manager fails in ability in the discharge of his duties he is asked to resign and a new man placed in charge in his stead.

Sumpter, S. C., has this plan in force with some few differences. Some of the cities of Virginia have adopted plans which in a measure approach this form.

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VI

How to Secure it for Your City

The first step in a campaign to secure the adoption of the Commission Form of Government plan for a municipality is the organization of a Charter Committee. This committee should be composed of the best men in the community. It should be large enough to embrace representatives of all of the various business and professional interests of the city. It should have bankers, business men, lawyers, doctors and educators among its members.

The first duty of this committee should be to make a thorough investigation of the plan and its various modifications as adopted by other cities and the success of those plans wherever adopted. A study of conditions in these other cities and a comparison of these conditions with those which prevail in the home town should be made, and the proposed charter, which is the final report of this committee, should be made up with reference to the result of that comparison.

It will be necessary for this Charter Committee to study the constitution in order to ascertain the limitations which the State Constitution places upon amendments which may be made to the city charter. Careful attention to this phase of the committee's work will probably save the charter when tested by its enemies in the Supreme Court on the question of its constitutionality. Every effort should be made by the Charter Committee to protect this phase of its work.

After the Charter Committee has made its final report, the next step in the campaign is the appointment of a Steering or Legislative Committee to have charge of the charter amendment, to prepare it in the form of a bill, to have it introduced in the next session of the legislature, and to continually watch its course through that body in order to secure its passage into a law. Certain members of the Charter Committee should also be members of the Legislative Committee. The Legislative Committee, like the Charter Committee, should be composed of the most representative men in the community. Attention should be paid to the influence which the members of that committee will be able to exert upon the members of the legislature.

In many States the constitution provides that the cities of a certain population are to be considered as cities of a certain class and one general charter is adopted for the government of all cities of the same class. In States where this is true a campaign is often necessary to secure the support of the best elements in the other cities of the same class in order to secure the votes of the senators and representatives from those legislative districts. Strong support for the passage of such an amendment can often be secured in the other cities of the same class by calling attention to the fact that after the law is passed by the legislature it must then be adopted by the citizens of each city separately and the question of one city is not binding upon any other city of the same class either in adoption or rejection of the proposed amendment.

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When the bill has been made a law by the legislature the real work for the adoption of the plan by the city begins. A more or less strong educational campaign has already been conducted even before the appointment of the Charter Committee. After the bill has passed through the legislature then this educational campaign must be entered upon with greatly increased force and vigor.

In the conduction of the educational campaign the central idea should be to thoroughly explain the provisions of the commission plan as far as possible to every voter in the city. This can be done by the use of newspapers, the circulation of explanatory pamphlets and through the medium of mass meetings of citizens at which lectures by authorities upon the subject are given. Precinct meetings for two or three weeks before election day have been found to be of great benefit in reaching a class of voters which will not be attracted to the general mass meetings, or which will not read either the pamphlets or the newspapers.

Throughout the campaign the strongest appeal should be made to the civic pride of the citizens of the city. Comparisons should be made between the inefficiency of the present system of government in effect in the city and the efficiency of the commission plan as adopted in other cities where great public improvements have been carried out, where taxes have been reduced, and where a consistent municipal force has been secured.

A few days before election day a workers' mass meeting should be called, at which every friend of the commission plan should be urged to be present. At this meeting volunteer workers at the polls are secured. These men volunteer to go to the polls when they open on election morning and stay throughout the entire day working in the interest of the amendment.

Poll books of all the voters in the city by precincts are prepared and handed to these precinct workers, who, as the voters cast their ballots, check them off. As a voter appears at the polling place some one of the workers approach him and solicit his vote for the commission plan. If necessary, the worker enters into an argument with him to answer the voter's conscientious objections, if he has any.

The efficacy of the plan for precinct workers at the polls has been shown in more than one city. The writer has in mind one particular city which secured the passage of the commission plan bill in the legislature. When the plan was voted upon the first time no organization at the polls was had, and resulted with the politicians beating the plan by an overwhelming majority. At the next general election a thoroughly organized company of precinct workers was had, and in spite of every effort of the politicians to defeat the passage of the amendment, the amendment was passed by a vote of more than two to one.

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CHAPTER 12.

GOOD ROADS

THE IMPORTANCE OF GOOD ROADS TO A COMMUNITY.

The importance of good roads in a community has only become realized in the last few years. In fact, it is claimed by many that good roads have only become appreciated since the advent of the automobile and that the users of the motorcar are responsible for this agitation which is widespread throughout the country in favor of improved highways.

Be this as it may, there is no question as to the importance of good roads from a commercial or any other viewpoint. The remarkable showing of these last few years in all parts of the nation in the building, improvement and maintenance of roads is prima facie evidence of the importance of the subject.

The fact that the business men in most of the cities irrespective of states are taking a vital interest through their commercial organizations in bettering roads leading into their cities is another evidence of not only the importance but the real necessity of good roads for the proper development and progress of both the rural districts and the cities.

To have good roads has become so important a question that nearly all of the states have passed constitutional amendments allowing their counties to vote bonds for the building of roads. Many of the states have voted state bonds for this purpose. In Ohio on September 3, 1912, the people of that state voted on the proposition to issue $50,000,000 in road bonds.

Not a session of congress is held but what federal aid in the form of appropriations is asked for the building of good roads. Besides this, the United States government considers good roads so important for the general prosperity of the country that the Department of Agriculture has established a new subdivision called the Office of Public Roads wherein is maintained a body of consulting engineers. Under this department experimental roads are being built, materials for building roads are being tested, also dust preventatives. Different kinds of road binders are tried out and experimented with. This department also gives lectures throughout the nation on various phases of the subject and the experts employed are constantly making research of every feature of the question, the results of such investigations being compiled in bulletin form and printed for free distribution to those who desire them.

The subject of good roads receives a vast deal of attention from the Texas Commercial Secretaries Association. A great deal of energy is expended in educating the people of Texas to the necessity of better roads with the result that nearly every county in the state has either passed a bond issue or else are preparing to submit the question to a vote of their cities. Today it is claimed for Texas that the state has more miles of improved roads than any other state in the Union.

Omaha, Nebraska, has found that the acquirement of good roads is so important that the Omaha Commercial Club has in this year of 1912 appointed a Good Roads Committee. The citizens of that city say that the possession of good roads is vital to the business of the city and that they must co-operate

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with the smaller communities and inhabitants of the rural districts to the end that all roads throughout Omaha's trade territory must be scientifically improved. The result of this action and similar action on the part of other Nebraska cities has been the addition of a great impetus to the movement for good roads and already a marked improvement in this primitive mode of transportation is to be seen throughout the state.

In Calvert, Texas, the question has become so vital that plans have been prepared and are well on their way to a successful adoption to employ an expert to build fifty miles of shell roads in seven different directions.

In many sections of the country the roads in the rural districts are paved with brick and asphalt. The Board of Trade of Wheeling, West Virginia, recently successfully carried out a plan to pave many miles of roads throughout the county.

Roads constitute the primitive mode of transportation. It is by this method that the principal amount of interchange of goods and intercourse between city and county is today carried on and this method will continue in first place forever, even with the development with steam and electric service to the highest point of efficiency.

Because this is true, the awakening of the nation is not unreasonable. The retailer has realized that practical impassability of roads during the winter months is the cause of the great falling off of his sales during that period. The wholesaler in turn has reached the point where he has analyzed this condition in like manner and knows that if the retailer clears his shelves of goods, he will secure the order to refill them. Also the same doctrine has reached as far as the manufacturer.

In like manner the condition of the roads have an effect upon prices. Impassable roads cause the price of farm products to soar because the demand is beyond the immediate supply. When the roads become passable again these products are rushed to the market in such quantities in the effort to sell in the high market that the supply far outstrips the demand and consequently prices seek a low level. Both of these conditions have a tendency to disturb the commercial equilibrium of the community and do not tend to make good business.

With improved roads such conditions are minimized, for in nearly any sort of weather the farmer can reach the city without great inconvenience. He can haul more either in or out of the market, therefore, his transportation cost is lessened. With improved roads, the business channels are kept more nearly filled with commerce throughout all seasons of the year than where the roads are not improved.

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II

An Educational Campaign for Better Roads

The value of an educational campaign for better roads is to instruct the people of the community where such a campaign is conducted in the importance of good roads in that particular section. No matter how large or how small a city may be, the subject of good roads should appeal to the business interests of all alike if from no other reason than the purely selfish one of increase in business which invariably follows the advent of improved roads in the rural districts.

The use of the stereopticon and moving picture camera can be made to have tremendous weight in such an educational campaign. Not only can such an outfit be made effective in local meetings but also where meetings are held in nearby counties or in country school houses in the rural districts. If a line could be drawn, it would perhaps place the latter use of pictures on the side of greater effectiveness.

In using the stereopticon, pictures showing conditions of well known highways before improvement and after the road has been rebuilt will have a great effect. Other pictures attractively demonstrating the hauling power of a horse over good roads in comparison to bad roads are very good. Pictures of various methods in use for improving roads will give the beholder a clear knowledge of this phase of the subject and will show him that the work of improving roads is not the bug-a-boo he thinks it is but is really a simple process or application of simple principles. A splendid series of pictures, or subject of a moving picture film, would be the demonstration of one or more actual processes of road building in its entirety. The simpler this method the better the effect on the beholder.

By the use of pictures the actual work in other communities can be portrayed in a most convincing manner. Pictures produce an unanswerable argument and are not only valuable for the prosecution of an educational campaign for good roads but are equally valuable in any other public movement for the public good. Requests for photographs of road improvement operations will find a ready response from the communities upon whom the request is made, for they treat such requests as another opportunity to give their cities a little valuable publicity.

The holding of meetings not only in the home city but in the outlying districts will be found to be of great benefit in stimulating interest in better roads. A thorough preparation of a program for such meetings is necessary for success in this kind of a campaign. Speakers should be of the highest order and well informed upon the phases of the subject which they discuss. Experts in construction can be secured who will tell just how the roads should be improved. These men will also be able to furnish an estimate of probable cost of the different methods of construction. Other men can tell of the successful efforts of other communities in road building and can give figures to show the actual saving to these communities as a result of the building of such roads. Local business men of strong standing should be secured to discuss the question of importance of good roads.

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These meetings should be held first in the home city to create the local interest in the improvement of the roads and then as soon as sufficient interest is engendered to guarantee a substantial local following of supporters the holding of meetings should be held in the school houses of the home county, then in the nearby counties until finally the whole district is covered.

A news bureau will be found effective in this kind of a campaign. Through this medium the local newspapers and all other papers in the district in which it is planned for the campaign to cover are supplied with publicity matter on various phases of road building. The news bureau prepares a special service covering all phases of the subject and supplies these articles to the papers free of cost and in a manner ready for the printer.

The news bureau gathers all of the data possible from every source available on the subject of good roads and prepares its articles for the newspapers in as attractive a manner as possible. The news bureau secures articles and photographs of operations in other communities. In some cases the news bureau prepares its matter for publication in mat or plate form which is distributed free to the newspapers. Also special articles are prepared for publication for trade journals and special periodicals which will be likely to use them.

The organization of a state association for good roads where none now exists will be found of great benefit in prosecuting a campaign of education. Many of the states now have them.

The Texas Commercial Secretaries Association works for good roads through the state newspapers. Kentucky has only recently organized a State Good Roads Association which is already doing valiant service in showing the importance of good highways to the people of the state.

The use of the automobile in educational campaigns has assumed a prominent position. Omaha conducts many automobile excursions in the interest of good roads. On these excursions, official roads are established between certain points, such as the Omaha to Cheyenne, Omaha to Kansas City, Omaha to Sioux City, Omaha to Denver and other roads.

Jacksonville, Florida, conducts similar automobile excursions. Meetings in outlying districts are held. In all of this work Jacksonville works with the state association.

The office of Public Roads of the Department of Agriculture at Washington will be found a splendid source of information in preparing an industrial campaign. This department can also furnish good speakers to lecture on the subject of highway improvement.

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III
Where Good Roads are Found

It would be impossible in an article of this character to tell where all the good roads are located. This is not attempted but instead just a few localities which stand out prominently as possessors of splendid highways are cited.

The Blue Grass region of Kentucky is famous for the uniformity of improvement and extent in number of miles of macadamized roads, or "pikes," as they are called in that section. These pikes are built of limestone in which that country abounds. The quarried stone is run through a crusher and the crushed rock is then spread on the road bed, the larger rock first and the smaller sizes following in layers. With constant travel and the action of the weather, these loose rocks soon become worked into the metal of the road.

There are thousands of miles of such roads in the counties comprising the central portion of the state generally spoken of as the Blue Grass. In Fayette County alone, which is the central county of this section and of which Lexington is the county seat, there are more than 350 miles of these pikes. This county is scarcely more than twenty miles wide in its widest point.

From Lexington there are thirteen pikes radiating in all directions to various other cities in the Blue Grass and to Cincinnati and Louisville, a distance of 79 and 88 miles respectively by railroad. All of these highways are kept in most excellent condition and there is never a time in the worst weather but what these pikes are not only passable, but are in as good condition or even better than the outlying macadamized streets of most cities.

The county of Fayette maintains these roads at a cost of from $65,000 to $90,000 per year. These expenses are met out of the general tax levy which is 51 cents on the $100 of assessed valuation. The surrounding counties maintain their pikes in like manner.

Because of these superb roads, Lexington is summer headquarters for thousands of automobile tourists who annually visit this country and spend from one to six weeks in the pleasant enjoyment of driving over these roads. Every summer all of these pikes are oiled with crude petroleum at the expense of the county. This effectually lays the dust until the next summer. Hundreds of thousands of gallons of oil are used in this manner every year.

The Blue Grass pikes have been in existence for a great many years. They were originally built by private persons or companies and were in a measure owned by such persons or companies. Toll gates were erected at different points along the pikes and a charge or fee was collected for traveling over them. About twenty years ago the counties bought all of these pikes and since that they have been maintained out of the public purse and no charge for traveling over them made. None of the old toll gates are in use today although a number of them still stand near the road side making picturesque sentinels of the highway.

As a result of these roads, the percentage of farmers owning automobiles is remarkably high. Many of the business men of the section live on farms many miles from the city and go back and forth every day to and from their work in their motor cars. The automobile business of Lexington alone, a city of 35,000 population, for the year of 1911 was more than $500,000.

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Some of the most elegant driveways to be found any place are surrounding Boston. In fact, from New York to Boston and for many miles beyond the parkways seem to be the scene of one constant double parade, one outward bound and the other inward bound. These "parkways," as they are called, are constructed of sand which is given a special treatment of asphalt and road oil. The result is a surface as smooth as asphalt and from which dust is absolutely eliminated.

Who has not heard of the famous shell roads of the South? Florida is famous for these, Texas and Louisiana also. They are made of the small mollusk shells from the sea and oyster shells which are crushed and spread on the road beds. They make an elegant road with the sole fault of wearing out rather quickly.

Marshall, Texas, claims the best roads in all of the eastern portion of that state. The county keeps two gangs of laborers at work constantly on them both in repairing and building.

Montgomery County is the banner farming county of Alabama, due to the fact that it has 650 miles of public roads. Four hundred miles of these roads were built by competent engineers and are as smooth as asphalt pavements. Country life here is ideal. Many farmers own motor cars. The schools are good and churches are numerous.

Some of the finest roads of the country are to be found in Michigan, especially in the vicinity of Detroit. Indiana and Illinois has its quota of good roads in certain sections.

In some portions of Ohio and Pennsylvania the cities and counties have combined and have paved the principal county roads with brick. This is a most expensive method of construction but it is claimed by these communities that the expense is justified by the increased ease with which farmers can reach the markets both for buying and selling.

California also has its fine roads. Through the San Joaquin and San Jose valleys the highways are of the best order.

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IV

Some National Highways

Some of the national highways proposed and under construction in the United States run from north to south, others from east to west. In connection with the national highway movement goes the movement for state highways which are being constructed in many states.

It is proposed that the Quebec-Miami Road shall run from Quebec, Canada, to Miami, Florida. It is reported that considerable progress has been made and that definite arrangements have been completed for the construction of the major portion of the route. The project first took definite shape in November, 1911, at Richmond, Virginia. The province of Quebec recently voted $10,000,000 for road work. A portion of this sum will be used to construct the road between Quebec and the American border. From this point to Albany, New York, the road will be built by the State of New York; from Albany to Philadelphia existing roads are to be used; from Philadelphia south to the Pennsylvania line, the road will be built by the State of Pennsylvania. The State of Maryland, from a special fund, will build the road from the Pennsylvania line to Baltimore, and the state will also construct the road from Baltimore to Washington with funds available out of the monies handled by the Maryland State Roads Commission. A subscription of $75,000 raised in Washington and another equal amount raised in Richmond, Virginia, together with a sufficient amount promised by the counties through which the road will run between Washington and Richmond has been provided to construct the road from Washington to Richmond.

The Capital Highway Association is co-operating with the Quebec-Miami National Highway Association to build the road south from Richmond to Miami, Florida. The road will traverse the states of North and South Carolina, Georgia and Florida. State, municipal and private funds have been contributed for the construction of the links required to make the necessary connections with existing roads. The latest report from this project is that the entire road will be completed in the near future.

Another national highway has been constructed from Omaha to Denver, Colorado. This road was established through the efforts of the Omaha-Denver Good Roads Association which was organized in May, 1911. Over $70,000 was expended in the construction of this highway. Along many portions of the route farmers pledged themselves to build and maintain the road past their respective farms.

Another international highway is that extending from Winnipeg, Canada, south across the United States to Galveston, Texas, the route passing through six states and part of Canada.

In South Dakota the greatest active interest has been taken along the entire line of this highway by the various commercial and automobile clubs with the result that the construction of the road is assured.

One of the greatest road building features ever attempted in this country was that of constructing the "River to River road" across the State of Iowa. This tremendous "task" was accomplished in one day. A strong campaign was waged for several weeks prior to a given day throughout the state for the pur-

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pose of securing the agreement of the farmers and other people along the route to furnish labor and teams on this particular day for the building of this road. At daybreak on the day set thousands of men and teams were distributed along the line and when night had fallen the road across the State of Iowa had been constructed.

It is proposed to build a cross state highway in South Dakota four hundred miles in length. The route as proposed will cross the state from east to west.

In September, 1912, the people of Ohio voted to issue $50,000,000 of state bonds to be invested in good roads. The Ohio Good Roads Federation has proposed an Inter-County system of roads, which when completed will connect every county in the state with every other county by a direct line of highway travel. When this system is completed the State of Ohio will have a highway system through the state which will be second to none.

It is proposed to construct a two hundred foot highway through the State of Delaware. This road will start at the Pennsylvania line in the northeastern part of the state running thence mainly by long easy curves to Wilmington and on through Newcastle, Odessa, Smyrna, Dover, Milford, Georgetown to Shelbyville on the Maryland line. The road will be constructed of water-bound macadam or concrete base, on top of which will be laid asphalt and stone mixed.

Other national highways proposed are transcontinental roads from the east to the west; one across the southern part of the country; one through the central part and one traversing the northern states.

Another road proposed is the lakes to the gulf road from Chicago to New Orleans.

The state highway from Louisville to the Lincoln Memorial Park at Hodgenville, Kentucky, bids fair to assume national proportions through its connection at Louisville with several of the national highways in the north and east.

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V

Approved Methods of Building Improved Roads

It is estimated by the United States Office of Public Roads that there is a total mileage of 190,479 miles of improved roads in the United States, or less than nine per cent of the total mileage of all public roads in 1909 aggregating 2,199,465 miles. The Office of Public Roads estimates the average cost per mile of improved roads in the various states as follows: Sand-clay $723 per mile; Gravel $2,047 per mile; Macadam $3,989 per mile; Bituminous $10,348 per mile.

One of the most popular forms of road improvement is the construction of highways with macadam. The first attempt in this country to use macadam was in building the Lancaster turnpike from Philadelphia to Lancaster, Pennsylvania in 1792. The road was laid out and graded, and bowlders, rocks and stones of all sizes were thrown in and covered with earth. The result was a failure. The rains washed away the dirt leaving crevices and chasms into which the horses plunged, often breaking their legs and wrecking the vehicles. The road was practically abandoned for a time, but was finally reconstructed on the macadam plan. This time the rock was carefully crushed, no stones being used that would not go through a two-inch ring. The result was a pronounced success.

A movement to build macadam turnpikes was started everywhere. By 1811 317 turnpikes had been chartered in New York and the New England States having an aggregate length of over $4,500 miles and a total capitalization of over $7,500,000.

Some of the greatest macadamized roads to be found anywhere are those in the Blue Grass region of Kentucky. The method of construction is as follows: First the road bed is graded so as to give a crown of several inches, next crushed rock not to exceed in size stones which will not pass through a two-inch ring is spread to the depth of several inches upon the road bed. This is rolled by a heavy steam roller and then other layers of smaller crushed rock is spread. Each layer is rolled and each succeeding layer is smaller in size than the preceding one.

The limestone rock of which these roads are constructed is of such a character that the rains and travel work the stone into "metal" which forms a uniform surface of smooth character without cracks or crevices. By proper grading surplus water is drained to the side ditches along the road and a road so constructed makes splendid travel in all seasons of the year.

Where gravel is available at a reasonable cost the popular form of road construction is the gravel highway. In some sections of the country the soil is of such a character that when a small portion of it is mixed with the gravel and laid upon the road the rains and travel mix the two, gravel and earth, together until it forms almost a concrete. These roads are practically indestructible. Along the coasts, shell roads are very numerous. These are constructed by spreading upon the graded road bed layer after layer of crushed mollusk shells. The chief objection to this kind of road is that under heavy travel it deteriorates rapidly. During its lifetime however, it makes an elegant road bed.

The sand-clay road is one of the cheap methods of constructing improved roads and for its cost is very satisfactory. As said in the paragraph above con-

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cerning gravel roads the method used in the construction of sand-clay roads is to mix a certain portion of sand with a certain portion of clay and the action of the elements will cement the two together into a compact mass.

On all of these roads the approved method of preventing dust, and at the same time adding to the life of the road is the spreading of road oil. The oil not only lays the dust but also acts as a binder thereby holding the road materials in a more compact mass.

One of the cheapest forms of improving the ordinary dirt road is by the dragging process. In many of the farming communities in the west this method is largely used. As early in the spring as it is possible to work the roads a road grader is put to work, giving a crown of several inches to the road bed. Where it is possible a road roller is then used. Thereafter during the summer immediately after a rain the farmers take turns at dragging the road. The drag is simply a road blade to which is hitched one or more teams of horses. This is dragged along each side of the road. The road blade picks up the dirt from the high places and drops it automatically in the hollows. In this way the roads are kept free from ruts and less dust is to be found on such roads than on those where no attention is paid to them.

In parts of Pennsylvania and Ohio many miles of roads have been paved through the rural districts with brick. This is one of the most expensive forms of construction but it is estimated that the life of such a road is anywhere from fifteen to twenty years and that in the long run the extra cost is justified in the longevity of the road.

The bituminous road, the use of asphalt binder and asphalt are also popular forms of improved road construction. They all combine as the principal feature the use of road oil and asphalt as a binder of the materials used into a compact mass for the road surface.

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VI

How to Finance Construction of Improved Roads

The most prevalent method of financing improved highway construction in this country today is by means of bond issues. Federal aid also is secured for special roads in various sections of the country by means of congressional appropriations.

Some of the states have the right to issue state bonds for road building and most of them have the power to use a certain portion of the general tax revenues. Counties in most of the states may issue bonds, the revenue derived from the sale of which is to be used for building highways. Most of the counties also possess the right to use a portion of the general fund derived from taxes for not only the maintenance and repairing of existing roads but also for the construction of new roads.

Texas perhaps heads all of the states in financing road building operations by means of county bond issues. During the year of 1911, forty-nine counties of that state carried bond issues, the money to be used for road building, the total aggregating $7,975,500. Twelve counties in February, 1912, voted further bond issues totaling $2,250,000. Texas claims to have the best roads of any state in the Union. The large sums of money being expended for road improvement in that state as indicated by the above figures go a long way to substantiate such a claim for supremacy.

State Highway Commissioner Wilson of Virginia reports that nineteen counties of that state had authorized up to the close of the fiscal year, September 30, 1911, bond issues amounting to $3,853,000. During the same period ninety-three of the one hundred counties of the state had made use of state aid in some form or other.

In Tennessee, on one of the proposed trans-state highways the counties through which the route will pass have raised funds amounting to $600,000. Besides this, bond issues in 1911 amounted to $2,109,933.

Convict labor has been extensively used in South Carolina, the average number of convicts employed per day throughout the various counties being 995 and varying from six to sixty-three in individual counties.

In Bradley, Desha, St. Francis and Sharp Counties, Arkansas, a 3-mill levy is made for road and bridge purposes. In St. Frances County, this amounts to about $18,000 and is voted in October of each year. This amount, together with $4,000 per year from the general funds of that county, is expended on road and bridge work. Sharp County reports about $6,000 available from the road fund for 1912 work.

Phillipps County, Arkansas, has a total mileage of 700 miles, of which 400 miles are main highways. All are earth roads. In 1911 the total expenditure was $48,000, of which the sum of $10,500 was spent for bridge work and $3,700 for culverts. The amount available for work in 1912 is $37,500, of which $10,000 will be spent for bridge work. The county levies a 3-mill special road tax, and every male citizen between 18 and 45 years of age is required to furnish ten days' labor on the roads. There is a movement on foot to make the county into a road improvement district for the building of pikes. If this is

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done, it is stated, it will mean the expenditure of over $1,500,000 and the making of 220 miles of turnpikes.

In Delta County, Colorado, all funds are secured from direct tax levies, no bonds being issued for either road or bridge work. Road work is administered by road supervisors appointed by and answerable to the Board of County Commissioners.

During 1911 the sum of $22,875.15 was expended on roads in Montrose County, Colorado, on roads. $6,031.45 from county funds was expended on bridges, and donations amounting to $2,239.15 were made, either in cash or labor, by the farmers. For 1912 there will be available from taxes $30,886 for roads and $9,084 for bridges. In addition to this, pledges have been made for donations of labor amounting in value to $2,100. In addition to these amounts, it is expected that there will be available $12,000 from the state fund. No bonds are issued by the county.

In a number of places, it has been found difficult to secure the interest of the county authorities in the building of improved roads and the merchants and various business concerns of the larger towns have contributed large sums of money by popular subscriptions to build some experimental roads. After such roads were built it was not found difficult to secure funds from the county to continue the work.

As suggested above, the farmers in many communities co-operate in not only maintaining the road in good condition by repairing, but also in many cases they build the roads outright.

In most of the states the automobile licenses go to the maintenance and building of roads. In many of the states the money derived from this source amounts to several hundred thousand dollars each year.

In September, 1912, the people of Ohio voted $50,000,000 in bonds to be used in constructing roads throughout that state. This money is to be prorated among all of the counties in the state and each will receive its proportionate benefit.

The method of financing road building operations by a direct tax for this purpose is fast finding favor. This method gives a certain specified sum available each year and one year with another and in many communities it is looked upon with much greater favor than the issuing of bonds or any other system of financing the building of good roads.

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CHAPTER 13.

AGRICULTURE

BACK TO THE FARM MOVEMENT.

The tremendous increase in the population in the cities in comparison to the population increase of the rural districts during the past decade, as shown by the census of 1910, has given the people of the country a very good reason for partially accounting for the increased cost of living. The census of 1900 showed that the percentage of the people living in the city was 33 1-3 percent of all inhabitants, while the 1910 census shows that this percentage has been increased to 46 percent. The deduction is that great numbers of people are leaving the farms for—to them—the more attractive pursuits and professions in the city.

To stem the tide, the back to the farm movement has been inaugurated and where a few years ago only a paucity of effort to assist the farmer and to make his profession more agreeable and profitable, today there is a tremendous power at work throughout the nation to turn the stream of moving humanity back to agricultural pursuits. Never before has there been the attention paid to every phase of farm life as there is today with the inevitable result that the tide is being slowly turned, and the farm, formerly held so unattractive by the youth, is made to appear as his salvation, and he is entering the splendidly equipped agricultural colleges for the purpose of learning the science of agriculture. And never was a better work done than when the young man was lately taught that farming was a business and a science, in which, to obtain success, one had to master the principles, and that success could not be attained by working in the slipshop, hit-or-miss style prevalent until the immediate present.

The business interests of the various cities have awakened to the necessity of stimulating greater agricultural activity and through their commercial organizations are co-operating with the Department of Agriculture, the Experiment Stations and Agricultural Colleges of various states and all other agencies for the purpose of disseminating needful knowledge among the farmers and in every way to increase their efficiency. The great railroads have entered into the work with a zeal that is born of the knowledge that increased earnings on their properties depend solely upon the number and success of the people living in the territory tributary to their lines.

For example, the Southern Railway is organizing throughout the territory it traverses live stock associations to stimulate progress along the line of raising and breeding better and finer stock and for the protection of the members of the association in other directions. Auction sales and exhibits of live stock and all farm products are encouraged. Farm demonstration trains are operated with the idea that if the farmer cannot or will not go to the school, the school will be taken to him.

The Texas Commercial Secretaries Association carries on work of similar character. This association urges the commercial organizations throughout the state to do all in their power to stimulate increased production from the farmers, to hold exhibits of poultry and live stock. Many of the towns hold monthly

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exhibits. There are thirty-two county fairs held every fall in which more than $200,000 is given away in premiums.

The Department of Agriculture is today doing more than distribute garden and farm seeds. The various divisions or bureaus of the Department have finally become appreciated and, consequently, have their hands full supplying the demand upon them for information, instruction and demonstrators. Besides this, the Bureau of Immigration and Naturalization of Department of Commerce and Labor has been called into service in the back to the farm movement and is meeting with increased success in its efforts to steer the great armies of immigrants to the unoccupied lands in the rural districts, thereby relieving in large measure the burden of the cities in caring for the unemployed.

It is the duty of the business interests of the country to bestir themselves to even greater activity in their support of the profession of agriculture. It is a sad fact that the great majority of cities which, through their commercial organizations are stretching their resources to the limit in the mad scramble for factories, pay very little attention, if any, to the necessity of keeping the surrounding rural territory up to as high a state of efficiency as the city. Agriculture has always been and will forever continue to be the backbone of the country but it has been sadly neglected with the inevitable result that production of farm products has not increased in proportion to the increase of population. Consequently, it is small wonder that farm products today command higher prices than ever before. The only solution for the problem is the increased production through intensive and rational farming methods.

The solution is on its way as evidenced by the unquestioned support being given to the question of increased agricultural efficiency. The Southern Commercial Secretaries in their 1911 convention passed the following resolution which indicates in some measure the attention which this subject is receiving from the business minds of the country:

"Fifth, that we endorse the idea of the employment of a special agricultural expert for every county in the South; that we commend the provision of the federal government, through the agricultural department, which offers not only a complete course in scientific agriculture but makes it possible for every county to have its own expert, devoting his whole time to that county's improvement, that we call on the legislature of all the states in the South, not now having such a law, to immediately authorize county courts to appropriate from the funds of the county a sufficient amount of money which, together with the allowance from the federal government, will enable each county to have its own agricultural expert under present federal provisions and plan."

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II

The Municipal Market

So many cities have established municipal markets with such success that the subject has become a vital one for consideration by every city. Especially is this true in the face of the tremendously increased cost of living, as it is claimed for the municipal market that it has done much wherever established to decrease the cost of garden produce.

General method of conducting the market is under supervision of the city, either in open squares, under sheds or on the interior of great buildings used exclusively for this purpose. Where the market is conducted in the open squares it is usually run only during the summer months, while in the buildings the market is open the year around. There are exceedingly few cases where the municipal market has been established that it has been discontinued for want of support or for other reasons of inefficiency. In Omaha, a market was established in the center of the city which was afterward torn down and the street on which it was built thrown open again as a thoroughfare. Some of the enemies of the market point to this instance in support of their argument that the market is not good. But while it is true that that particular market was abandoned, another has been established in the wholesale and commission district which serves the same purpose as the former one was intended to serve.

Owing to the success of the municipal market in DesMoines, Iowa, prices on edibles have been reduced from twenty to fifty per cent and a new market is to be built at a cost of $50,000. In stating some of the benefits of this market, a DesMoines man says: "In the market the producer and the consumer come face to face. The man who grew the sweet corn places it in the hands of the housewife who is to serve it on her table. The middleman who used to take their toll on those dozen ears of corn are minus their old profits, but the farmer gets a little more and the housewife pays a little less."

Most of the cities which conduct municipal markets realize a revenue from them in rents and licenses. Buffalo conducts four markets, located in different sections of the city. They are all under one superintendent who is paid a salary of $2,200. The rentals and fees were fixed by the Common Council, with the approval of the Mayor. The stall and booth tenants are required to take out a yearly lease, and rents are paid to the City Treasurer in four quarterly payments in advance. The farmers, market gardeners and hucksters pay a daily fee, a single wagon paying 15 cents and a team 25 cents. The fee is collected by the superintendent or his assistants, who in turn issue a certificate showing that the fee has been paid. The revenues of the markets for the last fiscal year totaled $60,138.64.

In Rochester, N. Y., the public market has been in operation for seven years and is located in an open square and was provided at a cost of $200,000. It is generally patronized by all classes of people and is a large factor in reducing the cost of garden truck to the consumer. It is considered a great success by the citizens generally and has already become too small. Plans are now under way for the extension of the plan very materially.

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In Cincinnati, some of the butchers and florists are quartered inside the market house. Other markets are held in open squares in various parts of the city. Farmers pay no license but produce men pay $15 per year for the privilege of selling in the municipal markets. The markets are under the control of a Chief Market Master and his assistants, who give their entire time to the work of supervision.

These markets are patronized by all classes of people, and reduce very materially the cost of garden truck, etc., to the consumer. The system is considered a success, not only by the city ,but also by citizens generally. They are of especial benefit to the people who are paid on Saturday and go to market on Saturday evening.

Where a city wishes to establish a municipal market, one of the best methods is to secure the right to open one in some open space or plot of ground as near to the center of the city as practical. There is hardly a question but what any movement looking to the establishment of a municipal market in any city which does not already possess one will meet with the bitter opposition of the middlemen, or produce commission merchants and the grocers, who see in the establishment of such an enterprise the dwindling of a large portion of their profits.

The consent of the Mayor to use city owned ground can in nearly any case be secured. This accomplished, the next step is to secure as many truck farmers as possible to agree to bring their produce to this square on certain days during the week and during certain hours. These days and hours are then advertised through the medium of the local newspapers and by other means, until the housewives have become familiar with the dates.

The patrons will visit the square and make their purchases direct from the producers, who sell at an increase in price over what they would get from the commission man and yet at a lower price than that charged by the grocer or middleman.

If the consent to use a vacant plot of ground is secured and the market is opened in the manner described above, the establishment of a permanent municipal market will then take care of itself. The demand for it will be of such a character that it will be inevitably supplied. Besides it will not seriously injure the commission man, who buys the overplus and either sells it to those people who do not come to the market or else ships it to other markets.

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III
Special Publicity

There is no vocation or industry which demands publicity like the business of agriculture; nor is there any business which is so susceptible of exploitation through advertising as agriculture. Many of the cities and rural communities have recognized this fact and have begun campaigns of publicity for the purpose of building up the rural districts which already are yielding large returns.

The mediums through which this publicity can be given are almost innumerable and their use depends solely upon the ingenuity of the person under whose care the campaign is prosecuted. There are however some suggestions which are available to every community and which are outlined below.

One of the first requisites for a successful campaign is to know the subject. Systematic study of agricultural conditions of a community should be made before exploitation is begun. There is no community but what has some salient features which may not be known but which can be discovered with little trouble.

Climatic conditions may show that certain kinds of produce can be grown better in one community than in another. The character of the soil is also a large factor in determining the kind of crops which will be most successful, or remunerative.

The states, practically all of them, maintain Experiment Stations and farms where all kinds of crops are tried out under normal conditions existing in the state and where soil analyses are made to understand the character of different soils of the state. Therefore the use of the Experiment Station is advisable for ascertaining much needful information about the agricultural advantages of any community.

The Department of Agriculture at Washington is also another prolific source of desirable information of similar nature. This Department maintains various bureaus for the purpose of supplying such information and their assistance can be readily secured.

A little study of local conditions will probably bring to light some particular farmer or class of farmers who have made a specialty of some one crop, for instance, strawberries. An interview with such men will show that this crop, or some other, has been unusually profitable in comparison to other crops. There has been many a truck section built up in just this way. The peanut industry of Norfolk, Virginia, had its beginning in a small way and today the annual revenue to that section of country from this crop alone is $9,000,000. The bean industry of Michigan had a similar start and today practically everyone in this country eats Michigan beans.

The western section of this country presents one of the best examples of what can be done through the medium of publicity for the upbuilding of the agricultural communities. A few years ago practically every force in the far west was brought together into a tremendous boosting campaign to exploit the agricultural resources of that section. These forces worked individually but in large measure the result of the individual action was a concerted campaign of publicity.

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The railroads worked with the towns located on their lines not only to issue handsome, illustrated booklets, giving facts and figures concerning the agricultural possibilities of the respective communities, but some of them went so far as to issue regularly first-class magazines exploiting such subjects and life in the west in general. All of the railroads had their own individual booklets and folders.

Besides this, the towns and individual real estate concerns in the towns maintained strong advertising campaigns in eastern newspapers and periodicals for the purpose of securing inquirers upon whom every effort was used to turn them into settlers. One of the great results of this campaign was to be seen in the 1910 census report, which showed that the western section of this country increased fifty-one and a half percent while the eastern section of the country increased only seventeen per cent in population.

Another similar campaign is now being conducted in various parts of Canada, with the result that many thousands of settlers are being attracted from this country to that every year. Every legitimate means of publicity is being used to exploit that country. Pages upon pages of newspaper stories and display advertisements are being used. Personal representatives are being sent broadcast throughout the states to meet and talk with the farmers in person to induce them to locate on these lands.

Other sections of this country are giving valuable publicity to their communities. Oklahoma recently sent out a fully equiped train, which was really a full-fledged exposition of the resources and advantages of that state on wheels. This train would stop in a city and purchase large advertising space in the local papers for the purpose of letting the people of that community know of the train, all of whom were given a cordial invitation to visit the exhibit. This campaign has resulted in the location of many hundreds of families in the state of Oklahoma.

The use of fairs, live stock shows, poultry exhibits and agricultural expositions are splendid means of giving valuable publicity to the resources of a community. The use of the news bureau is advisable for syndicating articles over the country. The stereopticon and moving picture machine is effectively used by a number of organizations. Personal letter campaigns and co-operative work with the agricultural agents of the railroads also give excellent opportunities for publicity.

In the large ports of the country there are great concerns known as colonization agents, whose business it is to select locations for great numbers of families of immigrants who desire to engage in agricultural pursuits. Consequently many communities have been paid many times over for their trouble in interesting these agents to locate these families in these particular communities. The Department of Commerce and Labor through its Bureau of Immigration and Naturalization is also engaged in colonizing these immigrants in the effort to relieve the large cities of the burden of caring for the unemployed.

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IV

How to Organize a Growers Association

A Grower's Association is a company of men producing any of the agricultural products who band themselves into a co-operative movement for the purpose of selling those products for the highest prices and to the best advantages. Such organizations have been in existence for a number of years in different sections of the country and through their medium tremendous crops of certain character are marketed at a great saving in expense and at fair prices. The great value of the associations is not so much in the increase in price secured by such a method of handling the product as it is in the saving of expense of handling the product. Under the association method these products are handled in such a manner as to require the minimum of labor.

The usual method adopted can be best shown by a concrete example of the operations of one of them. The Payette Valley Fruit Grower's Association is no different in the essentials from the many others in other sections of the country. The fruit growers of the Payette Valley in Idaho organized a number of years ago an association for the purpose of marketing the melon crop.

A meeting of these growers was called and all the producers were requested to be present. At the meeting it was shown that in order to reach the markets where the best prices were to be had it would be necessary for several growers to combine their shipments to make a carload lot and thus obtain a greatly reduced freight rate. The system of the Rocky Ford (Colorado) Melon Grower's Association was given as the reason why that community was able to sell in the distant market and to maintain prices because of the high reputation of the melons which were produced and maintained by a thoroughly organized campaign of publicity.

It did not require much urging to secure the signatures of the Payette Valley growers to an agreement to enter such an association. A constitution was adopted which prescribed the form and purpose of the organization. The affairs of the association were placed in the hands of a board of directors for control. This board selected one man to act in the capacity of manager, to have general charge and supervision of the handling of the crop, the packing, shipping and selling of the melons.

When the melons were ripe, the growers brought in their product to the one packing house, where they were packed in cases by experienced persons in the most acceptable and attractive manner ready for shipment to the market. Because of the combined receipts from many growers every day, a carload shipment was ready for market every day.

Before this stage of the process, however, the manager had been sent into the large commission markets and had arranged for the distribution of the melons. What outright orders or sales he could secure he sold but the great bulk of the crop, as is usual, was consigned to the commission merchants who in turn sold the melons on commission to the dealers in various parts of the country.

When a grower delivered any melons to the packing house, he was given a receipt showing amount and grade of his delivery. These receipts the grower retained for settlement when the melons were paid for. In making this settle-

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ment the grower received the cash paid for the grades of melons according to his share less his pro rata share of the expenses of packing, shipping, selling and all other charges of conducting the association business, such as manager's salary, office and traveling expenses and all other items of cost.

The result of the first year's season was so satisfactory that a permanent association was formed and the scope of operations were so enlarged as to embrace all kinds of fruits—such as apples, pears, peaches, prunes, strawberries, raspberries and many kinds of vegetables. In the course of a few seasons it was found advisable to establish in connection with this organization a canning plant where the surplus stock could be preserved and canned and sold in the canned goods market with the result that these growers were not forced to close out their holdings of fresh product on a low market, but by canning were enabled to hold this surplus for better prices in the market for canned goods.

Many of the associations not only employ this co-operative method of putting their crops on the market, but go farther and use the association organization to do their advertising. An association trade mark and standard of their goods are established. The association maintains this standard by a rigid guarantee of satisfaction to its customers and spends large sums of money in a national advertising campaign of the trade mark and quality of goods sold under the trade mark.

Essentially the same plan is being adopted in various sections of the country for selling not only truck products and fruit, but also many other products of the farmers. For example, in Paris, Texas, central selling agencies are established for the marketing of meats as well as truck.

Most any community can establish such associations with benefit to itself. Many communities find the plan to be one of the strongest stimuli available for the upbuilding of some particular agricultural product which the community can produce in great quantities but which has not been pushed because of disadvantageous location or for any other reason. It is the old proposition that in numbers there is power.

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V

The Improvement of Present Day Farm Life Over Old Days

A condition which is largely responsible for the turning of the tide of immigration from the city back to the farm is the improvements in farm life which have come only recently. One of the most remarkable developments in the entire category of American progress is that of farm life. From all indications this development has only just begun and the next decade will show fully as great a revolution in this great department of American life as has been accomplished in the past ten years where the progress made has shown at least one hundred per cent increase in efficiency.

There are few who have attained their majority but who can easily recall the days when a trip to the country was almost as laborious as a present day journey from coast to coast. A trip to the farm in those days meant "roughing it." It meant a shutting of oneself off from communication with the outside world. The farmer in those days made periodic trips to town for supplies and to learn the news. The country paper with news a week old was his principal medium of keeping track of politics and general news. His life was one continual round of routine. He accomplished results by means of brawn and sinew rather than through the scientific application of principles.

His children were fortunate if they had a six months' winter school where one teacher taught all grades and classes from the highest to the lowest and where more attention seemed to be paid by this same teacher to his record of whippings administered rather than the number and quality of educated children he could turn out. It is small wonder that the boy and girl raised under such conditions and had had a taste of city life when they were able to visit their city cousins should long for an easier life and consequently seek a clerkship in the town store or office.

But such conditions have changed until today the life on the farm in most every section of this country has almost attained the ideal. The United States government is in large measure responsible for this change. The Department of Agriculture has long since recognized that agriculture is the backbone of this country's prosperity and when the increase in population showed the cities were gaining upon the rural districts at an alarming rate immediate steps were taken to stem this tide and turn it back. One of the great drawbacks was recognized in the lack of convenience. Another was that the pursuits of city people yielded a greater profit to those engaged in them than the farming did to the farmers.

Consequently, a broad and comprehensive campaign of education was begun which was constantly made stronger and broader until today the Department is carrying on a work which is the pride of the country and the envy of the nations.

The cities were shown that it was to their advantage to increase agricultural efficiency because of the certainty of increased wealth. The farmer was shown how he could with little trouble have for himself most of the city's conveniences. Experts were sent direct to the farmers and showed them how by attention to principles and with less effort a greatly increased yield in products could be made. The states took up the fight and have established agricultural

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colleges where the young farmers can be educated in the science of agriculture.

The result of this work has caused the awakening of America, of her people in every walk of life to the importance of agriculture and development is the watchword throughout every section of the land.

The farmer today is in as close touch with the grain, produce and meat market quotations as the banker in his private office because of the telephone. The farmer can visit the city almost any hour of the day by the interurban and because of the improvement of the roads he can haul twice as much of his produce to market as formerly and at less expense and loss of time. By reason of the rural free delivery, he receives his mail every day just the same as though he lived in the country. With the going into effect of the parcels post law, his wife can order from the dry goods merchant a new dress and have it delivered as soon as if she were living in the city.

His children go to school in a modern building heated by steam, well ventilated and lighted. The neighborhood also has a high school as well equipped as those in the city. The teachers are as well adapted to give instruction as those in the city. In bad weather, the small children are taken to the school and returned home in large omnibuses, and altogether the school system in the neighborhood is on a par with the city system.

The farmer installs a gas engine which generates sufficient electricity to light his entire farm and to run his machinery, the feed cutters, the churns, and so forth, besides pumping water into the high reservoir tank to give an adequate supply for the baths in his home and water in all other buildings where it is needed.

Because the farmer is now farming scientifically, he is getting greater increased yield per acre of land than he did formerly and of a better quality, therefore commanding a higher price. This gives him more money with the result that he now owns his automobile. Every summer or winter he can take his family on a pleasure trip to some resort without putting a mortgage on his farm. Instead of his paying interest on borrowed money he is drawing interest on money loaned out. Instead of his making a hand of himself, he has learned that it is money to him to direct the work of others. The present day farmer is an example of prosperity.

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VI

Colonization Method of Upbuilding Farming Communities

Many communities in the United States and also in Canada have made a remarkable success in upbuilding the rural districts and agricultural sections through the colonization method of locating farmers upon idle or abandoned farms. Various methods are in use but one of the most successful is that which has been adopted by the Canadian Government.

Through this method more than one hundred thousand American farmers are annually migrating to Canada and engaging in agricultural pursuits.

The Canadian system of exploitation of agricultural opportunities of its western portion is conceded to be one of the best, if not the best, in vogue today. The railroads, the banks, the business interests, and in fact, all of the various interests in the Dominion work co-operatively with the sole idea in view of increasing the population of the Dominion with a class of people of which that country or any other may well be proud.

The principal thing in the Canadian method is the publicity campaign. The agricultural opportunities of the Dominion are presented in more than 7,000 American newspapers. Colonization agents are maintained with efficient office force in sixteen American middle west cities. Special exhibits are carried throughout the United States and shown wherever opportunity presents itself at county and state fairs and at other exhibitions of like character. The use of the stereopticon and motion picture machines is extensive; personal letters are used, but the main object of all the publicity is to secure inquiries which are followed up wherever possible with personal interviews of representatives of the colonization agencies.

The European immigration is selected and is not promiscuous as is the case in the United States. Four fifths of the Canadian immigration in the fiscal year of 1910 and 1911 came from the United States, the British Isles and the Scandinavian countries. There was hardly a sprinkling of southern and southeastern Europeans, whereas in the same year, of the 900,000 immigrants which came to the United States, more than 200,000 were Italians.

The Canadian government takes care of these immigrants from the time they enter the country until they are located in their new homes. Able bodied men without capital are given work to do, but special efforts are exerted to secure people with a small amount of capital.

The railroads which own tremendous land grants in the western part of Canada have in a great many places cut up these lands into quarter section and half section tracts, put fences around them, built temporary farm houses and barns. These lands are sold to the immigrants at a slight increase in price over the price for unimproved lands. The railroads also make exceedingly low transportation rates for this class of traffic, the present tariff being one cent per mile.

The immigrants are submitted to three inspections by thoroughly competent inspectors and it is exceedingly difficult for an "undesirable" to secure a residence in the Dominion.

A colonization plan which has been tried out with success in some parts of the United States may be outlined as follows: A company of enterprising

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citizens is formed into a stock company with sufficient capital to purchase a large tract of unoccupied or idle land in the vicinity. This land is cut up into 20 and 40 acre tracts and improvements are made according to the amount of capital which the company has to invest in this manner.

The purpose of the company is to secure the location upon these lands truck farmers, or farmers who will devote their time and attention to intensive cultivation of these farms of small acreage. The method adopted to get in touch with probable settlers is usually through the Bureau of Immigration. In the large seaport cities of this country there have sprung up a large number of colonization agencies whose business it is to secure locations for the great armies of immigrants annually coming into this country. This stock company above spoken of sends a representative probably to New York who immediately gets in touch with not only the Bureau of Immigration, but also the colonization agents.

It is always the purpose of this agent to pick his settlers and the usual pick is immigrants from the countries of the Scandinavian Peninsula, Holland, Denmark, Germany and the British Isles. The inducements of the stock company are presented to the Bureau of Immigration and to the colonization agents and every effort is made to induce them to send settlers to these lands.

When settlers arrive they are located upon these small farms. If they have capital so much the better. If they are without capital, then the stock company furnishes them with a sufficient amount of money to purchase their implements and live stock. This money of course is loaned to them and a reasonable rate of interest is charged on such loans. These settlers pay for their farms usually in ten annual installments with a reasonable rate of interest on the deferred payments. The above outline, as before stated, has been successfully operated in a number of different communities with the result that a new industry has been created and with a further result that the additional population through their thrift, enterprise and industry has awakened a progressive spirit among the native people and has caused these home people to bestir themselves. Consequently, a sleepy community has been awakened into one of thrift and progress.

Colonization agents above spoken of are looking for choice opportunities for locating their clients. The writer has known of some instances where locations were desired for as many as five hundred German families in one company who desired to purchase outright their farms, a number almost sufficient to make a thriving community by itself.

The example of the Canadian government can be followed to great advantage by the people of the United States and it is upon the successes of the colonization development of the United States that the further welfare of this country depends.

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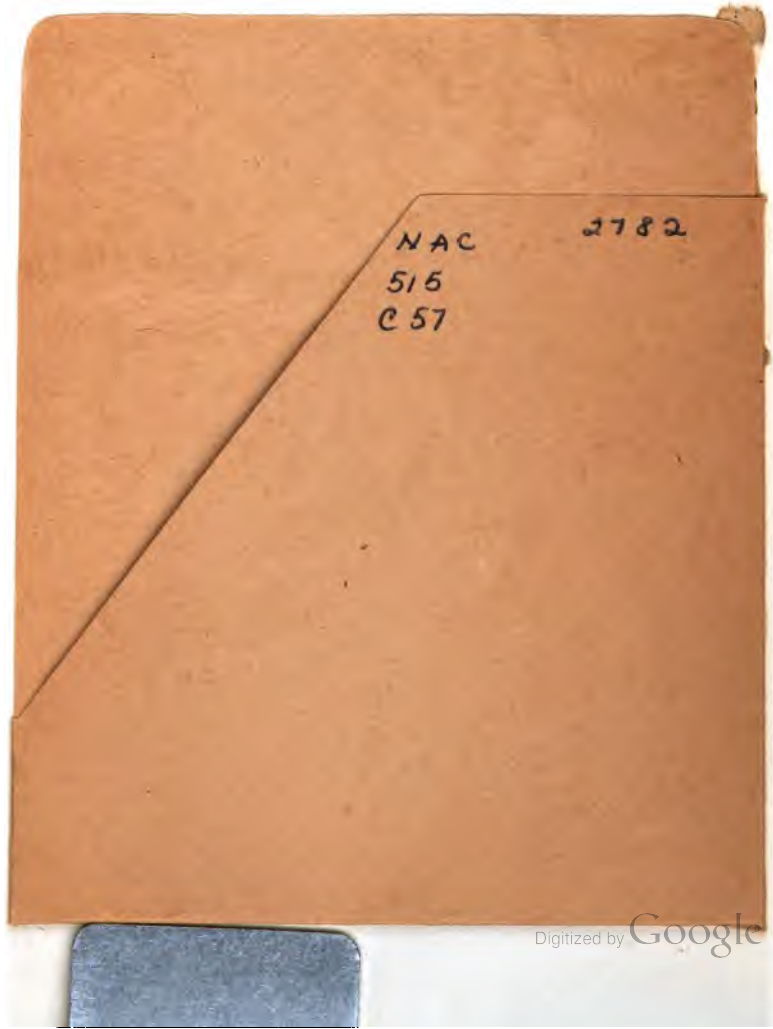

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